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COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

Afternoon Session
November 17, 1947

The meeting was opened by Mr. Ervis Lester of the State Board of Corrections, who gave to the meeting some introductory remarks concerning procedure and the legislative and statutory background for this Commission. He said in part:

Mr. Lester: After I have given you the statutory background for this Commission the meeting will then be turned over to the Acting Chairman, Dr. Walter L. Treadway. Dr. Treadway will probably make a statement concerning the scope of the problem and some of the approaches that might be made toward the problem. At any rate he will introduce and call upon a few persons who have been told in advance that they would be asked to make some remarks about certain aspects of the problem. These remarks are supposed to be pointed toward a possible approach by this Commission. The speeches will be very short,--just short statements of the problem and a brief suggestion as to how the problem might be attacked. These statements will be from 5 to 10 minutes in length. The responses that will come from the floor--and we hope they will be full--will be held to even shorter statements for obvious reasons. We would like to have you make your statement, if possible, in 3 minutes. The Chair may extent the time if he so desires if he feels it is in the interest of the group here.

I would like also to give you some appreciation of those who are gathered here. It might be surprising to you to know that the greatest group in numbers is that of law enforcement officers. We have signed up with this section 17 chiefs of police and 2 sherrifs, 8 district attorneys, 3 judges, 15 workers representing welfare agencies, 8 representing juvenile agencies and religious groups, 3 representing minority groups, 4 representing educational groups, 17 (I should have mentioned this earlier) representing women's organizations. Among the rest we have legislators, mayors, and many others. This will give you a cross-section of interests that are evidenced here today.

Now, very briefly I wish to give you the legislative or legal background for this Commission. Most of you recall that Governor Warren early in 1944 called a special session of the Legislature to deal with penal reforms in this state. As a result of that special session the State Legislature enacted into law what many penologists consider the most modern and progressive penal system that has thus far been devised.

It will suffice, I think, for our purposes to remember only two things. First, that there was created by the Governor a Department of Corrections and that this Department of Corrections incorporates a number of agencies that formerly were very loosely organized. In the new Department there is great concentration of authority and responsibility. The Second thing to remember is that there was also created a Board of Corrections. This Board of Corrections has likewise very broad powers and great responsibilities.

I will Now give you the statutes concerning those agencies. (Mr. Lester then read from the Penal Code Section 6025, Section 6027, Section 6028, new Section 6028, Section 6028.3, Section 6028.4, and the Executive Order creating the Crime Commissions.)

Ladies and Gentlemen, that gives you the background of this Commission. We are very sorry that Dr. Arlien Johnson, Dean of the Graduate School of Social Work of the University of Southern California, cannot be here today to take her place as Chairman. We have with us, Dr. Walter L. Treadway, former Assistant Surgeon General, U. S. Bureau of Prisons, and a well-known psychiatrist, will take over the meeting at this point. I think you know all the other members of the Commission:

Dr. Knowles A. Ryerson, Dean of the College of Agriculture at Davis

Mr. Floyd Covington, Executive Director of the Urban League, Los Angeles

Mr. Charles W. Real, Secretary-Treasurer of the Teamsters' Union, Oakland

It gives me great pleasure to turn the meeting over to Dr. Treadway.

Dr. Treadway: Ladies and Gentlemen: It is a pleasure to preside at this meeting. We are sorry that Dr. Johnson could not be present today, but in her behalf and acting in her stead I bid you welcome.

The comments that have been made by the preceding speaker were very plain. He wanted me to say, however, that in your discussions, please avoid any villification or personal attacks on any individual present or absent for fear you might involve yourself in some one of these criminal acts!

This question of analyzing and studying the economic and social factors contributing to crime and delinquency sounds, upon first glance, to be a very formidible undertaking. It is in a sense and we as members of the Commission take our obligations very seriously. It is not so difficult to grasp. From the standpoint of a health officer, one would approach a problem like a disease with a study of the nature and phenomena with which we are expected to deal; the causes and factors which produced it; where, when, and under what conditions such disease arises; and what measures may be employed for its amelioration.

Now we take those principles and turn them over to the analysis of the community's function. What does a community do? What function does it perform in terms of what we recognize today as civil services? The people in any community are engaged in those interrelations that are concerned with the business of getting a living. In connection with that activity there is the migration and movement of people from the standpoint of economic advantages, employment, and the factors of unemployment.

Let us consider the acts and functions which a community is engaged in for the creation and maintenance of family life. Our family life has changed considerably in the last 50 years. It used to be that a family produced almost everything that it used. At the present time we have come to that situation where there is a division of labor. In former years the handicapped and underprivileged contributed something to the family welfare. Now there is a division of labor and it is unfortunate that the handicapped and under privileged are cast aside because of the industrial age. They can't find a satisfactory place. The scheme of community affairs is without provision for them.

Another function of a community is teaching children what to do and what not to do;--what there musts should be and what their must nots should be. The community is the greatest educational institution of all time. It is unorganized and unregulated in the strict sense of the word in comparison with public education. There are other forms of education aside from public education which may be of interest to this Commission. It is necessary in our present day not only to teach skills, but also to teach boys and girls, and young men and women how to live with themselves and with other people so that they may approach life gallantly, courageously and unafraid.

Another necessary function which a community performs is that of engaging in some kind of religious interest and activities.

Aslo, the participation in teaching of rules and regulations governing the conduct and activities of one's self and of others is a function of the community. And the greatest of those rules and regulations relate to the mores or traditions governing conduct, as well as man-made laws.

Of very great significance in reference to the interest of this Commission is the use of leisure time as a factor in the production of crime and delinquency. The use of leisure time involves opportunities for rest, opportunities for play, and opportunities for recreation. It involves more than that--the Greeks had a word for it, they called it "work-by-the-side-work" and we call it hobbies. And so, as we look at the functions of an American community and undertake to analyze what factors are instrumental in each of these categories tending to produce the problem of delinquency and crime, I think we can simplify our approach to this particular activity of the Governor's commissions.

We have here today several persons who have been chosen to lead certain phases of discussion. You know as the way one thinks and the way one feels is often reflected in the way one feels and thinks about other people and the world in which one lives. We have with us today Dr. David Schmidt, Acting Chief Medical Officer at San Quentin, who has had long experience in understanding the personal factors leading to crime and delinquency. We will now call upon Dr. Schmidt to tell us something about these factors.

Dr. Schmidt: It is my distinct pleasure this afternoon to emphasize to you Shakespeare's immortal words that he put in the mouth of Puck, "What fools these mortals be!" We have developed prodigiously along telegraphic lines; we have made atomic bombs, we have excelled tragically, and yet, when it comes to understanding ourselves and fellow human beings we are fools. We have the prodigious ignorance of childhood and we have the prodigious egotism of childhood; and each one of us in our own little circle thinks he knows it all. Unfortunately that is not true and we hope that these various commissions will throw a little more light on the dark recesses. The individual personality and its problems govern what a man thinks, feels, and acts. We all know of people that have been very successful at work or in their trade or profession, or in their making of friends, or in some particular endeavor or some several endeavors; and yet, they seem to lack organization and balance, and get into difficulties emotionally time and again without knowing what drives them or what makes them fail, stumble and fall. In our study we find that it takes a great deal of energy and effort to find out what their fumbles are and frankly, there are too few professional people trying to find out what their problems are and the causes of their mistakes.

Psychiatrists are few and far between. Why? In the first place, they aren't paid enough. Psychologists who are specialists in this field of study oftentimes are so underpaid that by comparison with other public offices it is pathetic. Second, they aren't particularly treated as professional specialists despite all their training and experience. Their recommendations too often aren't followed. Often political appointees without much background or training or fundamental knowledge of laws governing a healthy body and mind are in administrative positions. Changes in prison attitude and management come very slowly. There is great inertia. We know the man coming to prison is sick physically, mentally, and emotionally. My 20 years of interest and experience in this work have made me feel more and more that we are not only ignorant of what we do, but of the men who commit these felonies. We do not know what comprises them. I feel we are in an obstacle race in which we do not know the obstacles very well. We are trying to look for this disease Dr. Treadway points out without knowing what causes it, where it starts, when it starts, and how it starts.

In our work we have always looked for the why, where, when, also what to do about it. We find invariably insecurity feelings that arise early in childhood. We find that aggressive patterns are set up in early childhood. Poor emotional balance as a result of over discipline and harsh discipline, as well as too little discipline which is lax and too irregular, eith case results in difficulties emotionally. We find there is poor personality organization in the people that come to us. There is poor social conscienceness. There is a poor conscience as to feelings of guilt when the person has done wrong or what is ordinarily termed as wrong activity. Oftentimes there is no social or personal loyalty. Now these traits develop in the early childhood experience with parents in such situations, if you like, as fathers rejecting sons, mothers, or daughters, sibling rivalry, and so on.These are major factors in developing the kinds of personalities that we see.

It is almost a herculean task to try to put personality factors into a five-minute talk, but we will do the best we can.

1- Basic needs of an individual unsatisfied. Child hasn't learned to grow up to meet these needs in a legitimate fashion. There are three major needs--food, clothing, shelter. If the youngster does not learn to meet his needs adequately, he will find some other way of meeting them.

2- Race prejudice--need for love and affection. If he is not socialized, not able to fill need in a social manner, he will seek other outlets less sociably acceptable.

3- Need for friends. If he cannot gain them in a sociably acceptable manner, he will work out some other way of getting friends not so acceptable.

4- The need for acceptance of the child in home, school, and community. A feeling that the child must have of being one of them, accepted in spite of his shortcomings whatever they may be. Recognition for accomplishment, no matter what his ability is. We don't pay enough attention to these factors.

As a result of failure to fill these needs in childhood, of the numbers sent to prison 8% are mentally unstable when they arrive. They have resorted to solving their life problems by leaving reality for imagination and unreality. Eight per cent are mentally defective. They haven't the judgment and reasoning capacity. They are led into making mistakes. These need more time and effort to be directed. The psychoneurotic group consciously and unconsciously play sick in order to avoid doing something they should do, or get someone else to do for them. All of you, I am sure, if you go back far enough into your childhood, will remember when mother asked you to do a little errand or chore you remember how that toothache you had suddenly got much worse? And you couldn't do that errand that you were supposed to do. You consciously made your illness worse to get out of doing something you should have done, or else got someone else to do the task for you. Keeping that up over a period of years gets to be quite a habit and some of us still respond to it today. Some of us outgrow it. Many of us do not. In this group less than 30% are psychopaths, who want what they want when they want it. They hurt themselves and injure others in order to do or get what they want.

What can be done about it?

a- We ought to find people to train our teachers. Find people to train our teachers better so they can teach the youngster how to live, how to meet and work out their problems instead of living in imaginary worlds. Teach them how to live. We haven't the resources here. We haven't the psychiatrists to teach our teachers. We didn't have physical education instructors in our schools a few years ago either, but we have them now. Let's do the same with psychiatrists. Then we can teach our youngsters to learn to live better, and they will grow to be better parents and raise better children.

b- Again, we have to teach our children better; we have to follow the recommendations of the best minds we have in the field of psychology and medicine and human relations. We have to cut down the number of youngsters in each class. Cut down 40 and 50 in a room to 20.

c- We are forced to keep teaching our teachers better, keep raising their standards; keep raising the standards of all the people working in this wide field, of the chief of police, the sherrif, the social worker in all of these areas. Thank you.

Dr. Treadway: We have today Dr. Norman Fenton, Chief of the Guidance Center at San Quentin, who has some remarks to make about delinquency and our educational system.

Dr. Fenton: We hear from time to time about the danger and menace of crime. One crime wave that we can obviate is the welling of a feeling in the heart of a child that starts its anti-social forms of behaviour in adolescence that may go on into young adulthood, continuing a life of criminality. Then, as research has indicated, as most of these men grow older and reach the middle ages of life, this wave seems in most of them to end. The results of various follow-up studies conducted in other states indicate that the one factor significant in regard to the prediction of criminality in groups of persons is age. As they grow older there seems to be evidence that a large proportion of parolees succeed on parole.

The point that arises in regard to the individual and that we now know enought to be able to observe in children in the primary grades, elementary and high school, is the evidence of maladjustment which arises from disturbances and hurts happening to them largely in their own homes caused by parents who are themselves troubled and unhappy because of social and economic conditions. But we should begin to recognize the evidence in younger children and put more of our energy and efforts than we now are into trying to help these children when they are responsive to aid; rather than waiting until later adolescence and early adult life, and directing our research in the effort to handle the problem of crime at that time. Not what we need to decrease our efforts at that leve, but we must develop a program of counselling and guidance in pre-school, primary and elementary schools. In my experience over the years from community to community in California studying children, we find the one fact that we learned above all others is that the younger you obtain the child for study and treatment the more likely you are of doing something for him. We find in rewarding proportion, improvement in the younger children in the elementary schools, especially, of course, in cases where the children are responsive to treatment, than we do with adolescents and older people.

Regarding the economic and social causes of crime, recently a study was made from our files of an unselected group at San Quentin. Only three of these men came from homes that were adequate. In this group, the cause of the crime seemed to be in the way in which the child grew up and the type of affection and interest that children get in the home and school. I think we can do a great more than we are now doing because we have the knowledge to prevent crime in the individual and keep the populations of our prisons less.

Dr. Treadway: Our two speakers have discussed briefly the problem of early training and education. We read some and hear more these days about the American character adopting the attitude that they are no longer interested in the cares and pursuits of their neighbors and acquaintances. This results in vicarious relations with others through the press, radio, and movies. We have scheduled here to speak on the threat of crime through the press, radio, and movie, Mr. Frank Clarvoe, Editor of the San Francisco News.

Mr. Clarvoe: Whenever anybody brings up the matter of the radio, press, or movies, I expect the cold hand of censorship is trembling outside of the place where the movie is made, the press is run, or the magazine is fabricated. You ladies and gentlemen in seeking the causes of crime either economic or social, I hope, will bear one thing in mind; and that is that the newspaper, press, movies, and radio reflect what you want them to reflect; and that you can't control them except through economic means at the box office. You don't have to buy pornographic literature, you don't have to buy sex magazines, you don't have to go to see Forever Amber and The Outlaw (which have added greatly to their prestige by being barred in many places), you don't have to read a paper featuring what is called cheesecake. As a newspaper man, I have been somewhat in doubt but what

Captain Collier gave more to the American Boy than Casabianca who didn't have brains enough to get off the burning deck! The questions to be considered are Do these media divert children's minds into the world of unreality, crime, or misbehavior? and To what extent can you use these media to do the job which you feel these should be doing? I have seen movies of horror and I have listened to radio programs where a man beat his wife to death. Now if you are going to attempt to consider these things as contributing to crime, then it seems to me in the case of the radio (if you want to listen to horror programs) you will have to put horror programs at some other time than when the children listen, or you must resort to the problem of education of parents to the point where they will be able to control their children and say "That is not the movie, or program you will go to or listen to."

The League of Decency and Eric Johnson's office--to what extent are you going to work with them? You do have an opportunity through parental education whereby children will not be permitted to attend bad pictures.

I do not believe that you will accomplish anything by a negative approach to the problem, but I do think that you have excellent media for carrying through the idea that crime does not pay as the previous speakers have told. You tell a child why it doesn't pay and divert him from the feeling that crime is smart. I, like you possibly, felt pretty bad when someone suggested that a life of Al Capone be made into a movie. But you can't prevent it by raising your hand to censor without running the danger of censoring all down the line. I believe you can use these media of getting over the message which this Commission has in mind.

I do not believe the average person has a real idea of what the law is. Is it going to be as easy for a parent or child to learn how to behave himself with his fellow men as it is to learn the important points in order to get a driver's license? For a license you have to know certain things in order to qualify. How many of our children and parents have been provided with a digest of the law which they can use as a companion to education so that the moral and legal can be driven home at the same time? I commend some such study along that line to the Commission.

Dr. Charlotte D. Elmott, Director, Child Guidance, Santa Barbara City Schools was called upon extemporaneously.

I had nothing prepared to say, but I have listened with great interest to what has been said. My own job is that of a school case worker and I have been in one town long enough to have observed a whole generation of school children from kindergarten until graduation from high school. I find what we can do and what we cannot do. When we go to work when they are very young, we can come out with fine young people. I have seen in that period also a great war which has displaced the services which we have to offer children. I have seen what happens when the services that were available depart and the children whom we know we might have helped go without assistance. I hope you can strengthen and help us not only to develop this service in the schools but also meet what is a major crisis in California education.

According to statistics, about 43% of the present population has come to us since 1940. If you are not working in the schools you wouldn't realize what that means in terms of classrooms and teachers. In addition, we have an increase in the birth rate. Just this year that new crop has started coming to the schools. Kindergarten classes are too crowded. Next year gets the next crop of that still rising birth rate. According to census figures there were more marriages last year than in any other nation except Poland in 1919, and we can be sure the child is going to be a factor in California in greater number. I solicit your aid. Last year you gave increased financial support to the schools. But with the avalanche of babies that support must be augmented. We ask your help in providing these greater services at the elementary school level; and more power to the people like Dr. Smith who know that the time to aid children is when they are quite young; and that teachers should be given not more than 25 children to a class.

I want to tell one story. A teacher in California whom I met last spring said to me in reply to my question, "How are things this year?" "Wonderful! I have a class room of my own for the first time. Last year I shared a classroom with another teacher and we had 90 children. This year I have only 60 and it's heavenly!"

Dr. Treadway: The members of the Commission might like to ask questions at this time. Mr. Covington, will you take the Chair?

Mr. Covington: I would like to address a question to Dr. Schmidt. You referred to the matter of preparation for teachers and assistants. What evidence have you found in the basic lack of education, and what education criminals have before reaching an institution?

Dr. Schmidt: The important thing that I didn't get a chance to enlarge upon is that the child, if he does not get to work at that problem and to work out that problem at least in part when he gets the problem, will develop other ways of reacting rather than working it out. He will sit back and daydream, indulge in fantasy, imagine that the problem isn't there. There is also the fantasy about being mayor, governor, president and having a lot of power, thus destroying these problems by just living in a world of unreality. That is one method of reaction.

Another is the psychoneurotic--"I am too sick to work out this problem. I am tired, I can't do this. Someone else has to do it." That is backing away from the problem, playing sick to fix his conscience. Later he does this sub-consciously. This is not working out the problem but drawing away from it; side-stepping it.

Then there is a method of evasion that is really not an evasion but a wrong way of solving the problem--to get mad at it and barge through it hurting oneself or someone else. That gets to be a habit, an almost second-nature response. Rather than working out problems you break things to pieces, you fight your father, the police, the teachers, society. Does that answer your question?

Mr. Covington: What is the basic education of these people on the average?

Dr. Schmidt: The basic education is about the same as for those outside of the institutions, possibly a slight bit less, but very little less. It is the same with our mental defectives. When you give these mental defectives the battery of tests they have about the same education as people on the outside.

Dr. Ryerson: I would like to ask Mr. Clarvoe one question. How effective is individual radio censorship as compared to your papers? Speakers can be cancelled, radios can be turned off. Do you get much the same mail from people protesting radio programs compared with the press?

Mr. Clarvoe: They do have ways of checking radio programs. The Crosley and Hooper ratings check this. I rather imagine the soap opera enjoys a pretty good circulation. I don't know whether soap operas or horror plays at night produce the most neurotics. I don't know how many people go to San Quentin as a result of radio plays and it may be quite possible that many a child or woman is not affected by soap operas or horror programs. Your definit question can be answered by these two ratings.

Mr. Real: How do we arrive at the number of pupils in each classroom, by the Board of Education?

Dr. Elmott: A great deal depends upon the budget that a school system has to work with. That is the reason for the additional support needed from the state by the community which would make it possible for the poorer school districts to take care of the tremendous growth in population and offer the child the special services needed. We have not been able to build buildings fast enough to take care of the number of school children coming to us. So the number of pupils to a room is determined by the money, and rooms available. There are many school systems running double sessions and minimum days. This means cutting down again on what the offerings to the child may be. It also makes it almost impossible for teachers to establish personal contacts with children, for they have no conference rooms in which they can sit down and talk with the children.

Mr. Scudder at the Chino Institute said the main complaint was, "There was never anyone who would listen to my story." Many teachers today have no place where they can listen. You would be amazed at the ingenuity of some teachers, using closets etc, just in order to provide a little privacy so the pupils can talk to them.

Treadway: Are there any questions from the floor?

Mrs. Ruth Kingman: President, Federation of Civic Unity Committees, Berkeley. Most of us have come here with a very deep concern and a determination to do everything we can to help the Commission. I think we might take it for granted that we don't need all of the elementary backgrounds. Most of us know about the pretty bad situation in the over-crowded schools. We know a little about psychoneurotics. I am wondering if it would be possible to skip some of the more elementary background and the discussions and go into the areas which I feel the Commission is well able to lead us. I for one would like to know what the members representing these Commissions, which are probably the major Commissions in the state, have to suggest that we as citizens can do rather than analyses and backgrounds with which most of us in the nature of our work are familiar. I would like to know what they have in their minds that we can help them with. It is just that simple.

Dr. Treadway: We asked you here to help us. We shall now turn to that phase of community living in relation to the business of the housing situation as a very, very important factor perhaps in contributing to delinquency and crim. We have here today our friend, Monsignor Thomas J. O'Dwyer, Chairman of the Los Angeles Citizens Housing Committee, who has had long experience in the matter of housing, the lack of housing, and the inadequacy of housing in relation to crime and delinquency.

Msgr. O'Dwyer: There is no need to talk about the problem. I think everyone is aware of the problem. In 1900 Jane Adams spoke to the people in Chicago about having a policy in regard to the housing of the families in Chicago. That was a voice in the wilderness at that time. People in Cleveland, New York, and other cities have spoken again again about the housing of the families of the community, of the state, of the nation. That is a new problem for us here.

An interim commission was appointed by the state to get information about the housing. They were interested in housing amilies in city areas and rurla districts. They are aware of what a complex problem it is. We feel that we need a national policy. We endeavored to get a national housing policy in 1935 and ever since. We haven't gone alone as England, Switzerland and other contries are developing housing within the nation. We must establish a housing policy within the state and not wait for the nation to establish one for us. New York has begun to do this. It seems that here in California with a population approaching 10,000,000 people we have to make up our own minds with regard to a housing policy. All our studies back to 1900 point out one factor in juvenile crime--the bad housing conditions for these children. We can't understand why we have built these houses in small areas so there is a great deal of money invested in slums. We find that when we attempt to eliminate these areas we meet with selfish interests and very powerful interests too. It seems to me that the

Governor and Legislature of this state and the housing organizations of this state will have to lift their voices and deterime a sound and sensible housing policy for people of all brackets of income. Today we are providing for people of higher income brackets and are doing absolutely nothing for people of lower income brackets. What we need is some action about it. The State Legislature is, I believe, anxious to do something definite about this problem. I am a member of a housing commission in California and we are interested in housing in rural areas. We are trying to develop safe and sanitary housing for thousands of families in our rural districts. The majority of our people are living in shanties. We have an act on the statute books appointing a redevelopment agency. The attempt was to develop some leadership on the state level for counties and cities to do something about slums. We have them in big cities and little cities. But we come back to the legislation that we have.

Illinois faced the problem, so did New York State. They looked at their state constitutions to determine what could be done. Very little could be done until they revised their constitutions permitting the states to rebuild cities and reclaim blighted areas. They amended constitutions of the states. Some of us feel that here we will have to give some attention to that very subject in order to give power to the state to aid cities and rural areas. We have to overcome an attitude of indifference and apathy. The State of California can and should adopt a state housing policy. We must be interested in all the people and not the people in one bracket.

In considering the problem of crime in rural districts we must consider better regulations in auto courts and trailer camps. There is a need for regulation of registration in these courts and camps. There is where these gangsters hang out from time to time. We need the cooperation of the people who operate these trailer camps and auto courts in the state. We have a large organization now and I am suggesting that they cooperate with the other state agencies in an attempt to discourage these people finding shelter within those auto camps and trailer camps and other places in the rural districts of the state.

We do have a large problem. We need a little more unselfishness, a little more public spirit, a little more concern about our neighbor.

Dr. Treadway: Is there anyone in the audience who would like to say something about the rdationship of migration of people to crime; the factor of circumstances of where, when, and under what conditions employment is provided? Also the big factor of unemployment where one is no longer permitted to participate in the designs of companionship and the inter-relationships in earning a living?

Mrs. Rena Brewster: Chief, Division of Industrial Welfare, State of California. This last year we made a survey in agriculture to determine if we should like an agricultural order governing the employment of farm workers and migratory workers. We started with the gathering of peas in San Diego in January and followed through with the workers gathering peas all through the state. We found very bad conditions in relation to crime in the state. Children following their mothers into the fields, sitting in the fields uncared for, becoming a menace.

In harvesting the potato crop in the San Joaquin Valley we found that the workers were not properly housed. Syphilus had increased because of the close housing and because the children were not properly cared for.

I would like to present to this Commission the suggestion that some type of educational system be devised for these children. We take care of Mexican nationals, but for our own migratory workers there is only neglect.

Dr. Treadway: Will you please extend your remarks into a memorandum?

Mrs. Brewster: Yes.

Mr. Harry L. Kingman: Secretary, U. of C. YMCA , Berkeley. You speak of some people coming into the state creating problems for this Commission. I would like to call to your attention a story in the San Francisco Chronicle this morning entitled, NEGROES AND CRIME. It points out that in 1945 approximately 4% of the population was colored, and that spproximately 13% of the crimes committed were by negroes. This report goes on to indicate why.

It points out that in the first place crime in San Francisco is not a racial but a community problem. It goes on to point out that one of the reasons is because of the handicaps which some of these minority groups face. One of the things that I like about Governor Warren's administration is that it seems that in the field of corrections and law enforcement there has been a very marked increase in the treatment of minority people--Negroes, Mexicans, and others,--treating them as Americans; not treating them any better nor any worse either. Many of them are building up their self-respect which I think leads toward a solution of the problem. Lack of employment is another problem. Thirty per cent of the unemployed are negroes. Over 50% on relief are negroes. In a large measure that is because they do not have an equality of job opportunities. They are not treated equally and do not have the chance that a man should have. Governor Warren recommended in principle that there should be legislation bearing on this. I hope one of the things this Commission will do is to look into that problem.

There is an important place for good legislation enforced by the right kind of people. My friend, Mr. Clarvoe, and I have discussed this many times. Most of the people in the field of fair employment are afraid the enforcement will be staffed by the wrong people. You must have the right people enforcing it. Minority groups can be aided greatly by being given the chance to make their own living. It will build their morale and make them want to avoid crime. I suggest this as one of the problems for the

Lorne D. Middough: Member of the Governor's Youth Committee. One of the main causes of crime today is the influence of liquor on children. There are entirely too many mothers and parents frequenting cocktail bars and liquor joints in the presence of their children. When I speak of this thing and bring it up for your kicking it around I am not advocating prohibition, but some form of control, of keeping children out of liquor joints must be found. Under the Constitution, Article 20, Section 22, it provides that all on-sale liquor stores must be bona fide restaurants. But go up and down the streets of California and in my own city of Long Beach and find out how many really make an honest attempt to be a restaurant. Very few. You can count on one hand, possibly, the number of really high-class restaurants that have also a bar. When you solve that question, the division of food and liquor, and make it impossible for parents to go into liquor places with children, you are going to get to the bottom of this crime situation.

Mr. James Stratton: Executive Director, Booker T. Washington Community Center, San Francisco. The statement of Mr. Kingman needs no further help at all. The unemployment situation is pretty bad in the bay area. The California state employment service plans to organize a committee to do work on the problems of minority groups--not just negroes but others having difficulty in getting housing. We have been working for about two years and the problems still come in to management with discriminatory job orders. Problems of unemployment and poor housing are reasons for these people being in trouble.

As a worker in the field of recreation and leisure time, I find that the whole pattern runs the same way. We could develop a paper on unemployment, housing, and recreation and come out practically with the same thesis. Bad housing and unemployment puts a load on leisure time. This is waste of time thrown over to drink. To have the wrong kind of facilities in a community causes misuse of leisure time. Recreation centers are trying to develop the facilities that overcome these problems. In closing, as far as these three--housing, unemployment, and recreation--go, these might be tied in with offences against minority groups and studies be made to find some of the causes of crime.

Dr. Treadway: Would you extend your remarks into a Memorandum?

Mr. Stratton: Yes.

Dr. Don A. Jensen: Department of Public Welfare, Fresno County. In Fresno County in 1945 seventy-five per cent of those convicted of felonies were migratory, coming to California during the war. That is partly due to the fact that criminals do not have any ties. Many of the migratory people in California need some form of aid. A lot of these people do not need just money but welfare. There ought to be some provision for transients. Fifty per cent who apply at my office need help. Either the federal government or the state has got to come in to releive the migratory problem. It belongs to the people of the state and it is their problem to solve. The point I am trying to make is that at the present time there is nothing being done for the transients.

Mrs. Edna Saygrover: Probation Officer, Shasta County. Regarding housing and discrimination against minority groups and transients, I think that the discrimination is against children. (She cited instances of rentals refused and jobs not granted because the prospects had children.)

Dr. Treadway: Will you prepare a report in memorandum form?

Mrs. Saygrover: Yes.

Mrs. Rollin Brown: California Congress of Parents and Teachers, Los Angeles. We are very much concerned in this area with parent education. We Would be glad for any suggestions that would extend our field of endeavor. The field of adult education needs more exploration than it has had. (Mrs. Brown agreed to suvmit a memorandum to the commission.

Mr. Ralph Bishee(?): Secretary of Los Angeles County Youth Group. I think you should know that the strength of California lies in the people who have come here through the years. I think that not all of them are those that cause trouble.

Dr. Glen E. Carlson: Professor of Sociology, Redlands University. We must point all this discussion back to the Commission. I agree with Dr. Schmidt's suggestion that we need more counselling and more psychiatrists. We need to get behind the Commission, contact our legislators and do all we can to help.

Dr. Treadway: We might turn now to another phase of community life--the participation in religious affairs. I will now call upon Dr. George Gleason, Executive Secretary, Los Angeles County Committee for Church and Community Coordination.

Dr. Gleason: For ten years I have been employed by the County government of Los Angeles as church and community coordinator. It seems to us that it would be well for government officials in any community to go to the people of the church and ask their help in meeting the tremendous problems that arise. I would like to suggest that you all go back to your communities and call upon churches and appoint some sort of community committee to cooperate with you in meeting these problems. I have mimeographed a sheet on causes of crime and delinquency and turned it over to the Commission.

Dr. Lawrence Kolb; Deputy Medical Director, Department of Mental Hygiene. The influence of alcoholism on crime is nothing new. We have all heard about it, but perhaps we do not know the extent. Fifty-five million people in the United States use alcohol. Three and a half million are inebriates. Seven hundred and fifty are chronic alcoholics. Many case studies have been made showing that up to date 16% of all murders are committed by drunks. Twenty-two per-cent of all sex crimes are com-

SOME SOCIAL AND ECONOMIC CAUSES OF CRIME AND JUVENILE DELINQUENCY, WITH SUGGESTIONS FOR THEIR AMELIORATION

PREPARED BY THE EXECUTIVE SECRETARY OF THE
LOS ANGELES COUNTY COMMITTEE FOR CHURCH AND COMMUNITY COOPERATION
NOVEMBER, 1947

1. BAD HOME LIFE, due to
   a. IGNORANCE--There is need for better pre-marital education and counseling, and more parent and adult education in schools and churches.
   b. DRUNKENNESS--There is need for better education on alcoholism, better treatment of alcoholics, and some changes in the laws for the control of the liquor traffic.
   c. INSECURITY, due to unemployment--There is need of more effective vocational training and job placement.

2. POOR AND INADEQUATE HOUSING--There is need of a public housing program for low income families and an increase in low cost, privately-financed homes.

3. CHURCHES UNRELATED TO SOCIAL AND ECONOMIC NEEDS--There is need of an aggressive appeal by public officials and social workers to the churches to join coordinating councils and other community agencies interested in the reduction of crime and delinquency.

4. SCHOOLS UNRELATED TO THE PERSONALITY NEEDS OF PUPILS OR TO THEIR FUTURE VOCATIONS--There is need for more personal counseling of pupils, more understanding of individual needs, and more equipment and equipped personnel to meet these needs. There should be a great increase in attractive adult education.

5. LAW ENFORCEMENT AS PUNISHMENT INSTEAD OF AS REHABILITATION. Experiments such as the REHABILITATION DIVISION OF THE LOS ANGELES SHERIFF'S OFFICE and the STATE AND COUNTY FORESTRY CAMPS should be studied and other experiments undertaken.

6. TENSE INDUSTRIAL RELATIONS--In each industrial community there might be formed semi-official LABOR-MANAGEMENT-CITIZENS COMMITTEES.

7. CITY AND URBAN SKID ROWS--There is need of plans to rebuild the city and rural slums. They are costly in both public service and character.

8. DISCRIMINATION AGAINST MINORITY GROUPS--There is need in each community of agencies and federations of agencies working to improve intergroup and intercultural relations. The "LOS ANGELES COUNTY CONFERENCE ON COMMUNITY RELATIONS" is pioneering in this field.

9. COMMUNITY ATMOSPHERE--Every effort should be made to develop a feeling of good will among all types of community groups. The greater use of school grounds and buildings for community recreation, opening churches for community meetings, deliberate attempts to cross social and professional lines in organization memberships, and many other efforts will aid in creating an atmosphere good for children to live in. There should be more combinations of "case work" and "group work."

mitted by drunks. In Los Angeles traffic violations, 93,000 arrests were made for drunkeness. California leads the United States for arrests for drunkeness. Chronic alcoholism is more prevalent in this state than any other state in the union. More alcohol is drunk per capita in California than any other state in the union except Nevada. What are we going to do about alcoholism?

It is unfortunate that in recent years we have been getting back to pressure to drink. We have to drink on all occasions. We take our children to bars. We need to build up a social attitude which would severely censure excessive drinking as a low thing, harmful, that ought not to be done. This will help solve the problem of alcoholism and crime. Children should be educated at an early, impressionable age concerning alcoholism. We don't this as propaganda but as exact facts.

Newspapers could help. It newspapers would headline the crimes committed by alcoholics as being done by alcoholics it would do a great deal toward building up this attitude toward drink.

In England, without putting prohibition, they made regulations about closing hours for bars. It was so successful that those regulations have been continued since the last world war.

The movies also can be a contributing factor. So many see the hero or heroin with a cocktail in their hand. Children think this is the thing to do. So, we might approach this problem of education through various means.

Question from the floor: What do you think of arresting drunks as an example to others? Does that have any value?

Dr. Kolb: The problem is a disgrace to the United States. I think it increases alcoholism and crime. These people go to jail and get used to being there. We need to develop hospitals and clinics for alcoholics. The police have too much to do with alcohol problem and the medical profession too little.

Question: Are you of the opinion that this should be a public rather than a private responsibility?

Dr. Kolb: I think the ordinary hospital should have beds for alcoholics. Some cities admit but very few alcoholics in their hospitals. Los Angeles is a glaring instance of this.

Thomas Elgriff: President of the Los Angeles Association for the Advancement of Colored People. Most of the people in Los Angeles drink because they are bored because they are living in over-crowded housing. They get drunk and get into all types of crimes. In Los Angeles particularly, the negroe is very crowded, composing a population of 175,000. In 1941 the housing authority of Los Angeles found that we were over-crowded in sub-standard homes. There were 67,000 colored people living there at that time. Today we have at least 175,000 living in virtually the same area. This situation would naturally breed crime. I feel there are two methods of approach that must be followed in solving social and economic causes of crime. (1) The minor child must be given the proper education. (2) The grown individual who came here to work in our war industries needs to be educated. They are past the age when training in families and school is going to help them. They are at an age where state and church can do an important work. We need to get people to return to the church. I think the state can further educational programs in showing people how to conduct themselves. So many of our people have come from other places where they were not accustomes to things afforded them here. Not all of these crimes come from people living in sub-standard c mmunities, but I do feel that an over-all program should be adopted. Nevertheless, a special program should be adopted to deal with special groups that are the victims of special injuries.

Dr. Scmidt: Concerning the problem of drinking excessively the the psychoneurotic. If we catch the child early enough we can prevent excessive mechanisms from developing which lead to taking a drink to solve his problems.

Julian Alco: State Board of Prison Directors, San Francisco. I know and have read of a man who taught people how to live under the poorest housing conditions and he was a carpenter in Gallilee. A man whom I took to the gallows at San Quentin said to me, "If people had a better idea of God you would not be hanging me today." I believe people could learn how to live by gaining a better concept of God through churches and sunday schools. Turning people back to the churches and sunday schools would creat the remedy for crime. Crime is the lack of respect for constituted authority.

Bryan Rumford: Member of the Urban League, Berkeley. Nothing has been said about gambling. Alcohol and gambling go together. We should do something about the gambling which takes away the security and stability of our families, particularly Negroe and Mexican. These people are last hired and first on relief. We must eliminate disease and gambling, prostitution and liquor houses. Just recently in Berkeley we asked the State Board of Equalization to refuse a permit for another liquor store. We did not have the power to prevent it but at least we tried.

Question: What about the boys gr ups and other means of promoting character training?

Ray Baugh: Constables and Justices of the Peace Association, Monterey. We know that penal institutaions are not inhabited by boy scouts. If private means cannot carry on a larger scale boy scout and girl scout movement, I believe governmental help should be elicited. We can depend on our present boy schouts becoming good citizens. Let's double and triple this number. The whole thing is a matter of spending money. You are going to have to educate your citizens and legislators to spend more money.

Seward Simons: Executive Director, Council of Social Agencies, Oakland. In studies on juvenile delinquency you can see a direct correlation between a wave of crime and the lack of boy schout and girl scout organizations. The higher the membership in these and similar organizations, the lower the delinquency. I have map studies showing this correlation throughout the United States available to the Commission.

Mr. Stratton: While living in New York for 9 years I saw how marijuana got to the school children. If the Commission in time develops any technique for handling that I would like to know about it. This is a very serious thing in California as well as New York.

Mrs. Mark F. Jones: Chairman, Youth Conservation Committee, member California Federation of Women's Clubs. We are interested in people who might be reached by a recreation plan. Young people need an outlet for exuberance.

Mrs. Eva Gambell: President, State Council of Church Women, San Jose. J. Edgar Hoover says that a very small percentage of crime is committed by children with some sunday school experience. Nothing will take the place of the sunday school as a morale builder. We must teach our children right and wrong.

Dr. Gleason: As the state law exists today the Board of Equalization is empowered to give one license for every 1000 people in any community whether they desire to have that saloon or not. There is a statute being presented to the Legislature allowing the community to veto that license if it so desires. The bill is being presented this spring.

Mr. Lester: Ladies and Gentlemen, you are to be highly commended for the find response you have made to the problem presented to you. This meeting went off as planned in the design of the Executive Order creating this Commission. The first thing it was to do was to make a general inquiry into the social and economic causes of crime and delinquency in California. With your help we were able to preview these causes. Tomorrow we may be able to restrict the study to the more acute social and economic causes. Perhaps we can isolate certain phases to which we can direct our attention specifically during the months to come.

COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC
CAUSES OF CRIME AND DELINQUENCY

Morning Session
November 18, 1947

The meeting was called to order by Dr. Treadway who turned the meeting over to Mr. Lester. Mr. Lester gave a brief resume of yesterday's discussions.

Dr. Treadway: Mr. Thomas Garcia, Director of the Latin American Youth Project, San Francisco, will present some of the factors in that particular group of the population and its relation to others that may contribute to crime and delinquency.

Mr. Garcia: One out of every ten persons in California is of Mexican descent. This group is one of the most submerged and one whose social and economic welfare is one of the least. I feel that we have never made a realistic approach to the adjustment problems of our Latin American residents. The loyalty of this group and their contribution in the war is known to all of us. There are strong indications throughout the state that the Mexican Americans are coming of age. Several social and public agencies have been pioneering in the field of providing guidance and leadership for this group. Many gains have been made. Now is the time to implement these efforts with planning in wide sweeps instead of small efforts, profitable as they have been in various of our California communities. The social needs of this group cut across the public and private agencies' efforts. We have had a tendency in meeting problems for the group, to make isolated efforts such as approahing the problem of drink, or crime, or recreation, whereas my plea is that it be made a comprehensive and well conceived plan for the study of this Commission.

Dr. Treadway: Would anyone else like to discuss this problem further?

Statement from the floor: My only plea is that you always think of groups in the community as part of the community. I am always a little alarmed when we set up activities for special groups and not include them in a community, but I don't feel competent to discuss the matter technically.

(Mr. Garcia was asked to extend his remarks into a memorandum.)

Dr. Emily Huntington: Associate Professor, Department of Economics, University of California. Two things to be considered are (1) What is the income of the community? (2) What can be purchased with this income? Unfortunately there is very little information available with respect to incomes of the people of California. A survey made for 1945 gives us some over-all figures. It tells us that the income for the nation was 15 billion dollars and the per capita income was about $1531. There were in the United States but two states with higher per capita income than California and they were Nevada and New York. These figures give us no information as to the income of persons and families at various income levels in California. We do have figures for the nation but how close these are to state distribution of income it is hard to say. The national figures show that in 1946 half of the families received incomes of less than $2600 and that half of this group received less than $900.

In 1945 less	than	$1000	received	by	13%
"	"	1500	"	"	22%
"	"	2000	"	"	34%
"	"	3500	"	"	71%
more	"	3500	"	"	30%

The present per capita income in California is higher than for the nation as a whole. It is therefore probable that the proportions in the various income levels is different. There is reason to assume that some considerable proportion of our families have incomes less than $1000, $2000, $3000, and so on. (Dr. Huntington gave two budgets worked out by the Heller foundation for a family of four in San Francisco based on prices as of March, 1945. The first was based on an income of $1529 and made no provision for insurance, savings, or medical care. The second was a very restricted income which would provide basic needs only and allowed nothing for amusement and recreation.) The question is, how far up in the economic scale is it necessary to go in order to reach the point at which the family will be able to provide fully, opportunities for their children socially as well as economicall Another Heller budget for a family of four was worked out for an income of $3576.Even this income only allows small sums for recreation and very little leeway for items such as educational expenses for difficult or gifted children, care of special problems such as mental and physical health. Families in this class can make quite adequate provision if life runs on an even keel. They would have 30% of their income available for items other than food and clothing.

In conclusion it should be pointed out that the year 1945 was a year of high prosperity. Any plans for the future must recognize the possibilities of years of lesser prosperity and perhaps depression. In these periods there will be a much larger proportion of the population earning less than $1500 a year for a family of four. This is not sufficient for them to provide adequately for economic, social, and psychological needs.

Dr. Treadway: Yesterday we spoke very briefly of law enforcement and police techniques in relation to this problem of drinking. I wonder if Dr. Gleason, who has made some studies of this matter, would speak.

Dr. Gleason: In the summers of 1939-40 I was privileged to travel around 20,000 miles back and forth across this country hunting for ideas for my job on a committee which was without any precedents. Among other things I began to look for what police were doing. In 1937 I found police and sherrifs running a boys camp. There was considerable criticism among the social workers who felt the police weren't equipped to run boys' camps.

The police officers felt hurt at this criticism. In Boston the police were operating a camp for under-privileged boys. (Many similar instances were cited throughout the country.)

I suppose these activities slumped during the war, but these all show efforts on the part of the police toward youth in their communities. It seems to me, Mr. Chairman, your Commission might carry on this study much farther. I have notes on these investigations which I would be glad to give to your Commission, although they may be outdated by this time. We should encourage the police officers to make strenuous efforts to understand the feelings and attitudes of children in their communities, and this would be a great support toward prevention of drink in their communities. I would like to suggest that this Commission enter into this field and help creat good relations between youth and the police.

Suggestion from Floor: Mr. C. Harvel of Los Angeles might tell about Los Angeles developing good relations between youth and the police. Perhaps the Commission would like to study it.

Mr. Harvel: One community has a committee composed of representatives from the police department and the school department who are studying the problems of drink, in each school as it occurs. The teamwork between the two departments is the good thing I wanted to make mention of.

Mrs. Laura Lorraine; Member of California Business and Professional Women's Club, Sebastopol. Many city areas are sending youngsters into rural areas to foster homes. I should like to recommend the study of children in these foster homes. Money allowed now is inadequate and supervision is inadequate. I think these rural communities are very fine as preventive measure, but I think there is more need for study there.

Mr. Lester: We have a letter sent in to the Governor by Dorothy Miller of Sausalito in which she calls attention to the need for close cooperation between law enforcement agencies and social agencies so that there would be given by these groups proper information to persons who are seeking aid or any information that these agencies are able to give. It is indicated in this report that a lot of persons become so frustrated in seeking relief that they finally resort to crime just because they are pushed around. That could be remedied by cooperation between these two agencies.

Mrs. Vivian O. Marsh: Berkeley (colored lady). I am wondering what we can do in our communities to help prevent these things. For several years I have had the opportunity of working as a volunteer with the police department. Children from sub-standard homes often commit crimes to get money for social needs. They sometimes start ad 3 years of age to 13. These children are given to police women and then to volunteers. We take them into our homes and have them report to us. We start character building. We aid them to arrange their leisure time by getting free entrance to YMCA facilities, get them interested in YMCA work, Boy Scouts, etc. By keeping them away from the police department itself, giving them the feeling someone is interested in them who is not paid to do the job, many of them are now men and women with faimilies who never committed any other offences.

Mayor Smith: of Oakland. I am afraid that a lot of work has to be done and a lot more suggestions of a concrete nature will have to be made if this Commission is to do the job that has to be done. It was very surprising to me the number of experts here from my own area that I did not know about. I think municipal officers make a mistake in not utilizing the talent in their own back yards. We hope to set up a commission in Oakland comparable to this group here with the particular problem of social and economic causes of delinquency. When this Commission comes to Oakland our group will then be able to present concret facts upon which to make suggestions.

We are not getting the cooperation and coordination of the various agencies and groups. They are all working toward the same end but in their own way. I think it important for all of us to go back to our particular communities and organize units similar to this Commission.

Mrs. M. O. Boucher: State Board of Social Work, San Diego. I have worked with coordinating councils in our own county. We have coordinated city officials, county officials, police and sherrifs, PTA and one organization and all other organizations worh together to meet the common problem. Coordinating all these character-building groups can bring about use of city and county funds for recreation. Activity of this kind will help to answer Dr. Huntington's question by providing entertainment for under-privileged groups.

Kenneth S. Beam: Director of Community Coordinating Council, San Diego. In Berkeley in 1920 a coordinating council was organized by Chief August Volmer. In 1932 that idea was checked up by the Los Angeles Probation Department. They organized councils. Fifteen years later now, 85 councils are functioning in Los Angeles County. When the Youth Authority started work they immediately received requests for help from communities. They are helping cities and counties to set up coordinating units under different names. Some 275 councils of this type are organized under the state of California In San Diego we are working on two levels: local--city police, ministers, etc.; county--county recreation department, family research association giving council to families. We also have a city-county camp for boys and girls. As part of their regular class work in school boys and girls spend some time in these camps. The present tendency of these councils is more intensive service to the most needy community. We need more of this kind of work. One person in the area who is expert in seeing these things accomplished is necessary. It takes many years to to these things if left to an agency.

Mr. Mancuso: County Supervisor, San Francisco. Your problem is the prevention of crime and delinquency and that starts at the bottom. Your recommendations will be a corrective recommendation for an educational program that won't be accomplished today or tomorrow--it might take 5 to 20 years for accomplishing and we have to look to you to lay the foundation that will start this program. We want to prevent individuals from becoming criminals. Records show that once a criminal it is difficult to stop them from remaining criminal.

This Commission should (1) Carry themselves into the community and hold hearings with the people that are right on the field of activity--public health officers, probation officers, etc. I think that would do more to enlarge the scope of what you should do. (2) We have in San Francisco a Master Plan for Youth Committee. Chester McFee was chairman. I think it would be an excellent thing to get a copy of that report. I think it gets right down to the roots of where crime starts and how to stop it.

Dr. Treadway: Mr. Scudder, would you like to talk about this subject?

Mr. Kenyon J. Scudder: Executive Superintendent, California Institution for Men. I hope this Commission is not going to be stampeded into taking early action and telling the community what to do. I don't think that is their function or intention. I think the Commission should go up and down the state and study organizations going well, and use the power that is in this room representing the people of the community. This thing of crime and delinquency is never going to be reduced by locking people up. We must start at the bottom. You have the organizations in your community to support the commissions. Do you know what the legislators and mayors and supervisors of this state think about the women's organizations? They have great respect for them. To be very frank I have heard some of them say, "Give them what they want, I certainly don't want those skirts on my trail." There is power in these organizations. These people say they don't want to stop progress, but they can't progress alone. They can only do it when the people speak.

Every community has what we call areas of delinquency and crime. What are we going to do about it? The only way is to break it down into little units where you and I live. When we do that we are getting a power from that community that cannot be resisted by anyone.

I hope we can get behind this Commission and as we go back to our communities we will carry the thought that this job isn't going to be done over night and we needn't crab because all of the answers were not given from the roster today. Our job is to go home and start cleaning up our individual areas.

Mrs. Bell: Member of Board of Education, PTA, Sacramento. We have an organization in Sacramento in which I think you might be interested. There was a feeling here that there was a great lack of coordination and as a result we have a semi-official organization made up of representatives of the city council, county supervisors, and board of education. We meet once a month. There are two paid members and the total budget is $8000 a year. With our group we have a representative of the Youth Guidance Section of the Community Welfare group so that the public can know what the lay groups are doing. Each month we study a map of the juvenile delinquency in the community. All of our efforts are being much better coordinated as a result of these meetings. Better use is being made of recreation centers including public schools. Recognition is given to neighborhood councils organized in each of our elementary schools. We are still experimenting but it is a suggested plan and we think we are making progress.

Mrs. Benjamin F. Warmer: Past President of California Federation of Women's Clubs, Ontario. I would like to tell you what we have done in the little town of Ontario. We organized a coordinating council. Then our City Health Council started and it grew like Topsy. If a matter of law enforcement came up we would invite our city police. This council has been going for some ten years. We have a representative from each organization in town. Every problem in that community is discussed. We meet once a month. It is surprising the amount of information we receive on every phase of community life. We meet at 12 noon and adjourn at 2:00 p.m. Often assemblymen and members of the youth authority meet with us. We make recommendations to our supervisors and to our City Council. I have been chairman of this group since its inception. I would recommend this type or organization to anyone because it does bring results.

I was interested to hear of the police department taking initiative in boys work. We are thinking now of a boys group such as they started at Pomona. Should the police department take the initiative? We aren't all quite decided. I would like to hear further comments on that line. I am not sure it would work. There are some objections from parents. They think if police take the initiative there are perhaps those who would not want their children connected with it because of some stigma.

Judge George D. Collins: Assemblyman, San Francisco. I have spoken to a number of officials in the Youth Authority and they have emphasized that there is a definite pattern as far as crime and delinquency is concerned and that the greater part originates in families where there is excessive drinking and where there is economic insecurity. In the light of those facts we as legislators would like to attempt to do something, but we have not the exact information and there is one thing that the state really needs. Definite statistics. This would determine where crime originates. If we do that, perhaps we could work on something.

I was on a committee some time ago and every school official before that committee, when asked whether they could tell if a child was becomeing or going to be delinquent from the result of their work, answered with no exception that they could tell. I asked them what they did about it. They said, nothing. They didn't have any authority. There was some talk here yesterday about religious education. In the Legislature we had what was called a released time bill where children could go to the church of their denomination. Who opposed that particular released time bill? The teachers. They put out the serious opposition to it. Evidently they do not believe in that.

I really hope we can get down to some elementary principles, and I believe this Commission can do something towards getting that definite knowledge. If we do have statistics, they should be uniform throughout the state so that we have the whole problem before us. Until we do that we will never get to the root of the problem and that is what we are here for.

(At this point Dr. Arlien Johnson arrived and was introduced to the group.)

Dr. Arlien Johnson: Assemblyman Collins has brought us back to fundamentals. In this period since the war our organizations are pretty much shaken, school, family, business. Only as we get back to these basic institutions and give them support and analyze what is happening to people when these institutions fail to function will we be able to make suggestions about what to do in the state of California.

I also was impressed with the testimony of Mrs. Bell and Mrs. Warmer about grass roots efforts. Only as each of us in our own community makes use of these findings and apply them to our own particular community will we really make much of an impression.

GILBERT BOND
25% COTTON FIBRE

State Senator H. R. Judah: Santa Cruz County. I was very much interested in what Mr. Collins had to say and it is true enough. Only one point has been missed. I think it is probably due to the negligence of a committee which I head in the Senate that this body here does not know what the state has already started with regard to tackling the problem of juvenile delinquency. Some of you here may know of the passage of Senate Bill 1167 which sets up for the first time in the history of this state or any other state in the Union the use of state money for the building and maintaining and operation of three state schools devoted exclusively to special training for neglected and dependent children between the ages of 8 and 16 years. This procedure attacks the problem from the ground up and not from the top down. The state of California has got to expend money on this problem. The process of putting these children into the three schools is a process that starts at the County level and is all worked out in this bill. The children will be put there on the request of parents, school authorities, and juvenile court judges.

If these schools are a success, and under the terms of this act they can be made a success, you will see more of them as the years roll along. We will automatically reduce the cost of the operation of the Youth Authority in this state. This bill takes the child and gives him 24-hour training, and give him a chance to become a good citizen before he has an opportunity to become something else.

State Senator H. E. Dillinger: Chairman of Social Welfare Committee. Placerville. A great deal of emphasis has been put on the necessity of preventing crime by training children. One important thing would be more attention to recreation in which all can participate. Another thing that has been mentioned is the matter of housing. Perhaps that does have something to do with crime and yet I know a great many people who are very poor who are not criminals. Care of orphans has been adequately dealt with by Senator Judah. Hospitalization for alcoholics is goos as far as it goes, but we might better spend our money in trying to prevent alcoholics in the first place. I think we might help by excluding minors from the bars. There is no question but what it is a bad influence. I presented a bill to do something about this but the opposition was so great that nothing could be done. It is a hot question requiring moral courage and backbone. Teaching the golden rule is very important.

Dr. Treadway: If there is anyone else who would like to submit further data for the Commission we would be glad to receive it in the form of a memorandum.

Reported by Fern E. Weston

GILBERT BOND
25% COTTON FIBRE
U.S.A.

MINUTES OF MEETING

COMMISSION ON SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

December 19, 1947

The meeting of the Commission on Social and Economic Causes of Crime and Delinquency was held in the Conference Room, University of Southern California, Los Angeles, on December 19, 1947, and convened from 10:00 - 12:30 and from 1:45 - 4:00 p.m.

Members Present:	Dr. Arlien Johnson, Chairman Mr. Floyd Covington Dean Knowles Ryerson Dr. Walter L. Treadway
Member Absent:	Mr. Charles W. Real
Staff Present:	Mr. Ervis Lester, Adult Authority Mr. Frank E. Cane, Executive Officer Mr. Ronald Beattie, Consultant in Statistics, Department of Corrections
Guests Present:	Dr. Norman Fenton Mr. Kenyon J. Scudder Dr. Harvey J. Locke Dr. George Gleason Mr. Dan Pursuit Mr. Richard Gardner

ORGANIZATION OF THE COMMISSION

1. The Chairman stated that the purpose of the meeting was to initiate the formal organization of the work of the Commission on Social and Economic Causes of Crime and Delinquency. This would involve adoption of the Governor's Executive Order, the determination of a plan of procedure, and the allocation of work to the members of the Commission and staff.

2. The Executive Order of the Governor was read, creating a special Commission of five members to be known as the Special Crime Study Commission on Social and Economic Causes of Crime and Delinquency to assist the Board of Corrections in the study of crime pursuant to Section 6027 of the Penal Code. The Commission was authorized and instructed to (a) make a general inquiry into social and economic causes of crime and delinquency in California, and (b) restrict its intensive studies to the more acute social and economic conditions productive of crime and delinquency, with "particular attention to those conditions with respect to which there is the greatest promise of effecting substantial improvement and amelioration." Upon motion of Dean Ryerson, seconded by Mr. Covington, it was voted that the Executive Order be adopted as read.

3. The relationship of the Board of Corrections to the Crime Commissions was reported by Mr. Lester. At a meeting of the Board on November 19, 1947, it had

been agreed that each of the five Crime Commissions should have at least one full-time staff person to assist the Commissions and the Executive Officer. Since funds for the current fiscal year were not sufficient to provide such staff services, it was proposed that whenever possible properly qualified persons would be secured on loan, wherever possible from other state departments.

4. The relationship of the Executive Officer of the State Board of Corrections to the Crime Commissions was explained by Mr. Cane. He will act as adviser to each Commission and will coordinate their activities. In order to further such coordination, the minutes of each Commission will be distributed to the other Commissions. Mr. Cane's office will handle all notices of meetings, distribution of minutes, and other administrative details.

   In order to coordinate the research and statistical projects to be undertaken by the various Crime Commissions, Mr. Beattie, Consultant in Statistics, Department of Corrections, had been appointed as assistant to Mr. Cane for this purpose. Mr. Beattie is to be kept informed of the statistical and research undertakings of each Commission. He will assist in making resource material available to the Commission.

   Mr. Cane further urged Commission members to set up small informal advisory committees. Such committees, numbering from three to seven qualified and experienced persons, would assist each member in an unofficial capacity in carrying out his division of the total work of each Commission. In no sense, he advised, should such committees be considered as official sub-committees of the Commission. Their work and contribution would, of course, be appropriately recognized in the interim and final reports of the Commission.

5. A Uniform Publicity Policy prepared by Mr. Cane's Office was suggested for the guidance of all of the Crime Commissions. In brief, this would provide for open meetings of the Commissions to which the press would be invited, prepared statements issued through an official spokesman, clearance with the Executive Officer of all such releases, and issuance of interim or progress reports from Sacramento after approval by the Governor and Director of Corrections. Upon motion by Dr. Treadway, seconded by Mr. Covington, it was voted that the plan of a Uniform Publicity Policy as presented be adopted and that the Chairman be named the official spokesman for the Commission on Social and Economic Causes.

6. Communications. Letters from the following persons who had sent comments on the social and economic causes of crime were read and placed on file for future reference:

   (a) Mr. George E. Tryon, Board of Supervisors, Del Norte County
   (b) Dr. Berdine Jackman Jones, Division of Research and Guidance,
       Los Angeles County Superintendent of Schools' Office
   (c) Saidee E. Stark, State Legislative Chairman, California
       Home Economics Association

(d) Ralph W. Fisher, Los Angeles County Youth Committee
(e) Henry B. Cramer, Member, State Board of Prison Directors
(f) A. C. Fletcher, Orange, California
(g) Charles E. Smith, M.C., Stanford University School of Medicine
(h) Lile T. Jacks, Judge of the Superior Court, San Francisco
(i) "Master Plan for Youth," Board of Supervisors, San Francisco
(j) Mr. Seward C. Simons, Council of Social Agencies, Oakland: "Our Community"

Requests were received from Senator H. R. Judah, asking endorsement of SB 1167 and from Mrs. Joseph Kaplan, Chairman of the Committee on Social Treatment of the Adult Delinquent of the Welfare Council of Metropolitan Los Angeles, asking that the Commission appoint one of its members as a representative on the Committee. After discussion of these requests, it was the concensus of the Commission that until further study has been given to the subject, it will confine its activities to the primary objectives of the Commission, and the letters were given to Mr. Cane for reply.

7. Statements by consultants and others. The Chairman pointed out that the problem before the Commission, the determination of the social and economic causes of crime with special reference to California, was broad in scope. She proposed that a preliminary step might be the consideration of findings of psychologists, sociologists, psychiatrists, social workers, educators and others; and that existing studies of conditions in California be collected and analysed before new inquiries were undertaken. She then asked for the comments of the consultants who had been invited to be present to advise with the Commission.

Dr. Fenton stressed the importance of individual problems such as emotional involvements due to conditions in the home, to relationships between members of the family. In short, the "emotional climate" in which a child grew up was probably the most important single environmental condition that would affect his behavior. He pointed out that we had given a good deal of attention to diagnosis but insufficient attention to treatment. This would require specialists to help those who work with children in the home, the school, or elsewhere. In order to improve home situations and build mental health in parents, adult education and mental health programs are needed in the community.

Dr. Fenton concluded that the Commission would do well to stress fundamental factors such as the dynamics of relationships, the improvement of treatment for individuals. Youth groups, schools, institutional programs have their place as adjuncts in such a basic approach, but are not solutions in themselves.

Mr. Scudder agreed with Dr. Fenton that to prevent delinquency and crime we must understand the dynamics of individual behavior but he emphasized the part that family disorganization and lack of community coordination play in the situation. He cited the recent study made in Connecticut to show the effect of emotional instability of parents and the failure of the family to function as a socializing force. Community coordination has real effect upon stabilizing family life.

Among Mr. Scudder's recommendations were: (1) a statewide juvenile court and probation system such as Connecticut has adopted; (2) a statewide social service exchange or central registration to provide information about family disorganization; (3) organization of local communities to coordinate and strengthen their own services; (4) the extension of child welfare services for which state and federal funds are available but not widely utilized by counties in California; (5) the assembling of studies already made or under way and the dissemination of information widely to citizen groups.

Mr. Scudder advised that the Commission study the findings of the Connecticut Study (reported in the Survey Midmonthly, February 1947); that it give attention to preventive programs; that it call before it representatives of citizen groups, such as coordinating councils; that it plan financially for the carrying out of its recommendations; and that it direct its recommendations primarily to citizens who in the long run will be responsible for making use of them.

Mr. Locke questioned the accuracy of searching for "causes" of crime. The multiple and complex nature of behavior described as delinquent would seem to indicate that we might better locate the associated factors in crime. Recommendations for treatment and prevention would then follow what the sociologists explain as causes of crime, and he questions the adequacy of such explanation. Similarly, psychologists and psychiatrists have related but different "explanations." He is interested in examining some of these theories critically and testing them by studies which he can make with the aid of graduate students. He doubts the validity of the source of data and the type of control group that was used in the Connecticut study. At present Dr. Locke is formulating a study of home situations of groups of delinquents as compared with groups of non-delinquents in selected neighborhoods in the city. He also has started to develop a laboratory on the campus of the University of Southern California which he hopes to make a depository for maps and studies made by all of the research organizations in the area.

Dr. Locke offered to make the results of his studies available to the Commission; and stated that he might help analyse reports which the Commission plans to collect.

It was agreed that the Commission would gladly accept Dr. Locke's offer of assistance. Furthermore, it was the consensus that an inquiry be made of other universities in California as to what studies they have under way that would be relevant and what assistance they might give in making studies or in critical evaluation of existing studies.

Dr. Treadway stated that crime and delinquency are confusing terms. Our ideas of what constitutes "crime" change over the years. A definition is needed to guide our deliberations. Is a crime a violation of a law? Or does it include moral infractions? Dr. Treadway stated that from his study and observation he noted that delinquents emphasized a feeling of difference, a feeling that they never had a chance, that they had not been understood. That type of individual with a feeling of difference develops in one of two ways: he gets the idea he is sick and projects everything on physical or imaginary ailments, or he becomes aggressive. Characteristics of the delinquent are difficulties in communication, weak educational background, inability to concentrate, poor coordination in feeling and acting, excessive day-dreaming, a lag between perception and comprehension, poor memory, lack of incentive, poor adjustment to individuals and groups, and resistance to conformity.

Dr. Treadway suggested that the Commission proceed by (1) adopting a definition of crime and determining its extent; (2) analysing the symptomatology of delinquent behavior to try to discover what syndromes or picture of associated factors in different types of behavior may be found; and (3) finally drawing conclusions as to causes.

Dean Ryerson proposed that one approach to the definition of crime would be to study what are considered crimes in California and their distribution in volume and locality.

8. Discussion of future plans. Mr. Lester suggested that a proper procedure would seem to be (1) to request Mr. Beattie's office to gather significant studies previously made, (2) to accept Dr. Locke's offer of assistance in evaluating these reports. At the same time (3) the Commission might adopt the plan other commissions are following of assigning specific areas of work to individual members, permitting them to select their own advisory groups to assist them. The material being gathered and screened should be related to the specific areas of work selected and should be destributed to the appropriate members of the Commission. The next step would be to locate the "sore spots" in the State of California. This might be done in a variety of ways such as inquiries sent out to school principals, presidents of parent-teacher associations, chairmen of coordinating councils, etc. This would not only secure information but would also enlist the interest and cooperation of these groups so that recommendations might later be of interest to them.

After discussion, the following division of work was agreed upon:

1. A committee of Dr. Beattie, Dr. Fenton, Dr. Locke, was appointed to make a survey of the most significant studies of causes of crime and delinquency and make their analysis available to the Commission at the time of the next meeting. They might add such other persons to the committee as they desired.

2. The Commission members agreed to take responsibility for application of material to certain causal factors, as follows:

Individual and family factors causative of crime and delinquency	Dr. Treadway

Population and cultural factors causative of crime and delinquency	Mr. Covington
Urban economic and environmental factors causative of crime and delinquency	Mr. Real
Rural economic and environmental factors causative of crime and delinquency	Dean Ryerson
Community and institutional factors causative of crime and delinquency	Dr. Johnson

The interim report to the Governor which is due March 1 will be the findings of the Commission on existing information, but will not include conclusions or recommendations.

A full-time secretary for the Commission is essential, it was agreed, if real progress is to be made with respect to the work and objectives of the Commission. Mr. Cane agreed to transmit the request for a secretary to the proper authorities. In the meantime, letters of inquiry will be sent to other universities concerning assistance that might be available from them and will conduct necessary correspondence.

SCHEDULE OF MEETINGS

Members of the Commission are expected to attend the Youth Conference in Sacramento on January 29-30, 1948.

A meeting of the Commission was planned for February 17 and 18 in Sacramento. It is hoped a secretary in the meantime will have a first draft of the interim report prepared with the help of the Commission members and their advisory groups. The final draft of the report will be outlined at this meeting.

Dean Ryerson agreed to represent the Commission at a joint meeting of the four commissions in Sacramento on February 26 and 27.

ADJOURNMENT

The meeting adjourned at 4:00 p.m.

Arlien Johnson
Chairman

secretary

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MINUTES
OF
THE EXECUTIVE MEETING
OF
THE COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

The meeting was held in the Adult Authority Room, State Office Building No. 1, Sacramento, California on February 17 and 18, 1948.

I. PRESENT

February 17: Dr. Arlien Johnson, Chairman
Mr. Floyd Covington, Member
Mr. Richard A. McGee, Director, Department of Corrections
Mr. Ronald Beattie, Consultant in Statistics
Mr. Isaiah Shain, Research Technician
Mr. Frank E. Cane, Executive Officer
Mr. C. J. Fitzharris, Field Representative

February 18: Dr. Arlien Johnson, Chairman
Mr. Floyd Covington, Member
Dean Knowles A. Ryerson, Member
Mr. Frank E. Cane, Executive Officer
Mr. C. J. Fitzharris, Field Representative

II. ANNUAL CONFERENCES

(a) The Executive Officer read a request submitted by the Sheriffs' Association that a member of the Commission tell of the work of the Commission at their meeting in Santa Barbara March 18, 1948. It was agreed that Dr. Johnson represent the Commission and that Dr. Treadway act as an alternate.

(b) The Commission has received an invitation from the California Conference of Social Welfare to participate in its annual meeting together with representatives of the other Commissions on May 25, 1948. Dr. Johnson is to advise the program

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chairman that she will participate and will advise him the names of other members who may be present. Mr. Fitzharris will cooperate with the program chairman in working out the workshop program in which the Commission members will participate.

III. COMMUNICATIONS

A letter from Dr. Treadway in which he expressed his regret at being unable to attend the meeting because of illness was read. He suggested that a working definition of crime and delinquency be determined upon. The Commission devoted particular attention to Dr. Treadway's letter in framing its report.

IV. DISCUSSIONS

(a) The following working definitions for crime and delinquency were agreed upon:

Crime is that group of acts which in most civilized communities over a long period of time have been prohibited by law under threat of punishment.

Delinquency is that kind of conduct of minors which requires correction or regulation in the interests of and for the protection and welfare of the child and society.

(b) In light of a report submitted by Mr. Isaiah Shain, Research Technician, Bureau of Public Administration, University of California (in which he reviewed selected literature on the causes of crime and delinquency), there was discussion of some of the "risk factors" in the causation of crime. It was the conclusion that there is a multiplicity of risk factors both environmental and personal, the interplay of which cause various behavior reactions in individuals, which reactions in some individuals result in crime.

(c) The discussion of the social and economic conditions in California frequently returned to problems created by the in-migration of the past several years. It was not assumed that any increase in crime might be attributed solely to the people who have come to California, but it was thought the over-taxing of housing, employment, educational, recreational, relief, and other facilities may have brought about social disorganization which ultimately contributed to delinquency and crime.

(d) The social disorganizations brought about by the fact that migratory farm labor is necessary in the present day California agricultural economy was, also, a matter for discussion and possible future investigation.

V. PLANS

(a) It was decided that a broad picture of the extent and nature of crime in California should be known before any attempt to study special situations be made. It was, therefore, requested that a study of the population of both adult and juvenile correctional institutions be made by the staff to determine the following:

(1) Ratio of commitments by crimes by counties, to population

(2) Ratio of commitments by age groups by counties, to population

(3) Ratio of commitments by length of time in California, to population

(4) Ratio of commitments by nationality or race by counties, to population

(5) Ratio of commitments by educational level by counties, to population

It was further decided to request similar information on the cases reported by the sixteen counties reporting on the juvenile court cases as well as probation case loads and referals.

(b) The Commission requested information which will illustrate population trends in the various counties of the State be collected from existing sources.

(c) The Commission will review the above information when it is available and determine which, if any, communities seem to have a disproportionate amount of crime and which, if any, seem to have relatively little crime.

(d) The Commission will undertake to isolate those risk factors of crime which seem to exist in the former group of communities and not in the latter group.

(e) If there appear to be any outstanding conditions which may be contributing causes of crime in particular communities, the Commission plans to undertake, with the aid of existing local agencies, clinical studies of law violation and non-violation, to determine the effect of the risk factors upon particular types of individuals.

VI. INTERIM REPORT

(a) The staff was directed to include the working definitions of crime and delinquency as reported in these minutes.

(b) The report will likewise include a short summary of the various theories of crime causation as shown by a review of the literature and to emphasize the working theory adopted by this Commission is that there is in the community a multiplicity of risk factors the interplay of which produces in some individuals a reaction which results in criminal or delinquent activities. The reaction of the individual to the risk factors is to be given special emphasis.

(c) The plan for the study of the social and economic causes of crime and delinquency as outlined above is to be reported in the Interim Report.

Respectfully submitted,

Cletus J. Fitzharris
Field Representative

Approved: ______________________
Chairman, Commission on
Social and Economic Causes
of Crime and Delinquency

Date: Mar. 29, 1948

GILBERT BOND
25% COTTON FIBRE
USA

MINUTES
OF
THE EXECUTIVE MEETING
OF
THE COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

February 17 and 18, 1948

The meeting was held in the Adult Authority Room, State Office Building No. 1, Sacramento, California on February 17 and 18, 1948.

I. PRESENT

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Dr. Arlien Johnson, Chairman
Mr. Floyd Covington, Member
Mr. Richard A. McGee, Director, Department of Corrections
Mr. Ronald Beattie, Consultant in Statistics
Mr. Isaiah Shain, Research Technician
Mr. Frank E. Cane, Executive Officer
Mr. C. J. Fitzharris, Field Representative

February 18:
Dr. Arlien Johnson, Chairman
Mr. Floyd Covington, Member
Dean Knowles A. Ryerson, Member
Mr. Frank E. Cane, Executive Officer
Mr. C. J. Fitzharris, Field Representative

II. ANNUAL CONFERENCES

(a) The Executive Officer read a request submitted by the Sheriffs' Association that a member of the Commission tell of the work of the Commission at their meeting in Santa Barbara March 18, 1948. It was agreed that Dr. Johnson represent the Commission and that Dr. Treadway act as an alternate.

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(b) In light of a report submitted by Mr. Isaiah Shain, Research Technician, Bureau of Public Administration, University of California (in which he reviewed selected literature on the causes of crime and delinquency), there was discussion of some of the "risk factors" in the causation of crime. It was the conclusion that there is a multiplicity of risk factors both environmental and personal, the interplay of which cause various behavior reactions in individuals, which reactions in some individuals result in crime.

(c) The discussion of the social and economic conditions in California frequently returned to problems created by the in-migration of the past several years. It was not assumed that any increase in crime might be attributed solely to the people who have come to California, but it was thought the over-taxing of housing, employment, educational, recreational, relief, and other facilities may have brought about social disorganization which ultimately contributed to delinquency and crime.

(d) The social disorganizations brought about by the fact that migratory farm labor is necessary in the present day California agricultural economy was, also, a matter for discussion and possible future investigation.

V. PLANS

(a) It was decided that a broad picture of the extent and nature of crime in California should be known before any attempt to study special situations be made. It was, therefore, requested that a study of the population of both adult and juvenile correctional institutions be made by the staff to determine the following:

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It was further decided to request similar information on the cases reported by the sixteen counties reporting on the juvenile court cases as well as probation case loads and referals.

(b) The Commission requested information which will illustrate population trends in the various counties of the State be collected from existing sources.

(c) The Commission will review the above information when it is available and determine which, if any, communities seem to have a disproportionate amount of crime and which, if any, seem to have relatively little crime.

(d) The Commission will undertake to isolate those risk factors of crime which seem to exist in the former group of communities and not in the latter group.

(e) If there appear to be any outstanding conditions which may be contributing causes of crime in particular communities, the Commission plans to undertake, with the aid of existing local agencies, clinical studies of law violation and non-violation, to determine the effect of the risk factors upon particular types of individuals.

VI. INTERIM REPORT

(a) The staff was directed to include the working definitions of crime and delinquency as reported in these minutes.

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(c) The plan for the study of the social and economic causes of crime and delinquency as outlined above is to be reported in the Interim Report.

Respectfully submitted,

Approved: /s/ Arlien Johnson
Chairman, Commission on
Social and Economic Causes
of Crime and Delinquency

/s/ Cletus J. Fitzharris

Cletus J. Fitzharris
Field Representative

Date: March 29, 1948

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STATE OF CALIFORNIA

MINUTES OF MEETING

COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

March 18, 1948

I. The meeting of the Commission for the Study of Social and Economic Causes of Crime and Delinquency was held in the Supervisor's Conference Room, County Court House, Santa Barbara, California, on March 18, 1948, and convened from 10:30 A.M. to 1:30 P.M.

Members Present:	Dr. Arlien Johnson, Chairman Mr. Floyd C. Covington Dr. Walter L. Treadway
Members Absent:	Mr. Charles W. Real Dean Knowles A. Ryerson
Staff Present:	C. J. Fitzharris, Field Representative
Guests Present:	Dr. David Dressler, (Consultant to Dr. Johnson) Mr. Fred A. Knoles, Assistant Chief, Bureau of Statistics, Department of Justice

II. Minutes of the preceding meeting were read and were approved with stipulated changes.

III. The Field Representative reviewed the combined interim report of the Crime Commissions insofar as the reports of the other Commissions touched upon the work of this Commission. He reported that the Commission on Juvenile Justice seems to be the only other group whose work is closely parallel to that of this Commission; that Mr. Robert J. Ball had accepted the responsibility for handling the broad area of "Prevention and Treatment of Delinquency" and "The Community Organization for Youth Welfare"; and that Dr. Walter R. Hepner has assumed the responsibility for examining the causes of juvenile delinquency.

It was further pointed out that Mr. Nathan Sloate of the Department of Mental Hygiene is making a survey of public and private mental hygiene facilities in California at the request of the Juvenile Justice Commission.

IV. Dr. Johnson reported on an informal meeting she attended on the invitation of Mr. Elkus, Chairman, Juvenile Justice Commission. The meeting was also attended by Mrs. Carmen Boyle, Member, Juvenile Justice Commission and Judge Turney Fox of Los Angeles County Superior Court. Dr. Johnson informed the Commission that the Juvenile Justice Commission looks to this Commission for the answers to several questions:

1. Are crimes now committed by youths throughout the United States and in California different from types of crimes committed by same age groups in era between 1915 and 1920?

2. What are the predominant crime groups for boys of 18 to 20 years of age?, 16 to 18 years of age?, 16 years and under?

3. Are there more crimes of violence coming to the attention of law enforcement officers since the war?

4. What are some of the postwar problems of crime?

Mr. Knoles and Dr. Dressler were of the opinion that adequate statistics were not available for the 1915-1920 era. Dr. Treadway indicated an interest in knowing how California's crime picture compares with that of older and more settled communities particularly in view of the fact that California's agricultural economy is different from the agricultural economies of other states. He traced the development of California's agricultural economy from the big land grants to the modern day large scale farm operations.

V. The Commission devoted considerable attention to Dr. Treadway's revised definition of crime, which is as follows: "Crime and Delinquency may be defined as an individual form of human behavior that is contrary to the liberal ethical standards for human conduct prescribed by organized society, and that the nature of such behavior brings the individual within the scope of committing one or more specific acts prohibited by public law."

Dr. Johnson was of the opinion that the definition contained in the interim report should be revised so as to designate crime as an "individual form of human behavior" rather than "act". No formal action was taken.

Dr. Dressler suggested that there were various definitions of crime depending upon the point of approach; namely, legal definition, sociological definition, etc. The Commission requested the Field Representative to prepare a treatment of the derivation of the various concepts of crime, tracing the evolution of the meaning through the mores, customs, and laws~~. as related to morality, sin and wickedness~~.

VI. Mr. Knoles, Assistant Chief, Bureau of Statistics, presented a statistical breakdown of the populations of the adult and juvenile correctional institutions. Considerable attention was given to these analyses, but in view of the fact that the Commission was scheduled to appear before the Sheriffs' Association at 2:00 P.M., it was necessary to cut the discussion short. It was suggested that each Commission member review these statistics and formulate questions which will be referred to the Field Representative and Mr. Knoles for consideration. Mr. Knoles agreed to point out questions to be answered or investigated by the Commission in light of the statistical report and to work out an analysis of the types of crimes by racial groups, and age groups by crimes.

Mr. Knoles presented a brief report on a study which presents graphically the various areas of statistical reporting beginning with the minor juvenile offender through the adult parole program. The chart designates what type of information should be received, the responsible agency, the present state of development, and other pertinent information, and will illustrate graphically the lacks in uniform crime reporting and statistical treatment.

Respectfully submitted,

C J Fitzharris
C. J. Fitzharris
Field Representative

Arlien Johnson
Dr. Arlien Johnson, Chairman
Commission for Social and Economic
Causes of Crime and Delinquency

Date March 31, 1948

MINUTES OF MEETING

COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

May 4, 1948

I. The meeting of the Commission for the Study of Social and Economic Causes of Crime and Delinquency was held at the Conference Room at the University of Southern California in Los Angeles on May 4, 1948. The meeting convened at 10:00 a.m. and adjourned at 4:00 p.m.

Members Present: Dr. Arlien Johnson, Chairman
Mr. Floyd C. Covington
Dean Knowles A. Ryerson

Members Absent: Mr. Charles W. Real
Dr. Walter L. Treadway

Staff Present: Mr. C. J. Fitzharris, Field Representative
Mr. Ronald Beattie, Department of Justice

Guests Present: Judge Samuel F. Finley, Representative of California Conference of Judges
Dr. David Dressler, Consultant to Dr. Johnson

II. Upon motion duly made and seconded, the reading of the minutes of the meeting of March 18, 1948, was dispensed with and the minutes were approved as recorded and circulated to the members of the Commission.

III. FIELD REPRESENTATIVE'S REPORT:

A. The Field Representative reported to the Commission that, together with Mr. Fred Knoles, Assistant Chief, Bureau of Statistics, Department of Justice, he had called upon each of the Commission members (except Dr. Johnson who was out of the State) for the purpose of explaining more fully the statistical treatment submitted by the Bureau of Statistics. Meetings were held with Mr. Covington in Los Angeles; with Dr. Treadway in Santa Barbara; and with Mr. Real and Dean Ryerson at San Quentin. The Field Representative presented the highlights of

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these discussions for the assembled Commission. The principal considerations were summarized as follows:

1. There is a lack of adequate centralization of statistical information regarding crimes reported, arrests made, disposal of cases, convictions, county jail sentences, fines, etc. The most adequate information seems to be in connection with the commitment to adult and juvenile facilities and the granting of adult probation. It was noted that even though the Youth Authority has been receiving monthly reports from all of the county probation officers, these data do not reflect a true picture of crimes actually committed by juveniles, inasmuch as dependency cases, informal probation, and other types of non-criminal referrals are reported by some jurisdictions as probation cases.
2. Mr. Knoles has prepared a chart showing the type of crime information which should be reported to a central statistical bureau, the responsible reporting agencies, and the present state of reporting and assembling of information. The chart is designed to present graphically the present situation as compared to the ideal situation in gathering crime statistics.
3. It was emphasized that although specific legal requirements were incorporated in the law more than seventeen years ago, many of the police departments and the sheriffs' offices are reporting in a manner which is not productive of adequate statistics. It is the opinion of the Bureau of Statistics that the total picture of crime in California, as reported by the local jurisdictions to that Bureau, is unreliable because of spottiness in reporting.

Some jurisdictions are doing an acceptable job while others are obviously reporting carelessly, if at all.

B. Through arrangements made with Director McGee, inmate clerical help will be available to the members and Field Representatives of the Crime Commissions at each of the Adult Correctional Institutions in the State. This help is available for processing of routine correspondence of a non-confidential nature.

C. The Field Representative reported that the four questions referred to this Commission by the Juvenile Justice Commission had been explored. The first three were referred to Mr. Beattie, Consultant in Statistics, Department of Corrections, who reported orally as follows:

1. There are no adequate statistics with which to compare types of crimes of the present generation with types of crimes in the 1915-1920 era.
2. Predominant ~~crimes~~ offenses of juveniles by age groups can be determined only on a basis of commitments to correctional facilities and not on actual ~~crimes~~ offenses committed. Further, in most cases of juvenile incarceration the commitment is not made for a specified ~~crime~~ offense as such.
3. There are no adequate statistics to demonstrate whether or not more crimes of violence have been brought to the attention of law enforcement officers since the war.

Mr. Beattie will submit a written report at a later date.

The fourth question, "What are some of the postwar problems of crime?", has been referred to Mr. Isaiah Shain, Research Assistant, Bureau of Public Administration, University of California, Berkeley.

D. The Northern California Juvenile Officers' Association, the California Probation and Parole Association, and the Central Valley Association of Social Workers have appointed committees to work with all the Special Crime Study Commissions.

E. A letter addressed to Governor Earl Warren by the American Mercury Magazine, was referred to the Commission by Director McGee. The letter had enclosed a reprint of an article entitled "Murder as a Sex Practice" which appeared in the January issue of the American Mercury and solicited further information dealing with the subject. The Commission took note of the request and after reading the article felt that it was not in a position to comment at this time. Mr. McGee's suggestion that the Commission might recommend means of approaching this problem was noted for future consideration.

F. It was noted that in the minutes of the Juvenile Justice Commission meeting for January 31, 1948, Mr. Ball had pointed out that he had not received a reply from this Commission regarding its activities in the area of movies and radio, as related to crime causation. The Commission was informed that Mr. Cane had written to Mr. Fisher of the Los Angeles Youth Committee requesting an interim report on their activities in this field. These reports have since been received and circulated to each member of all Commissions.

G. The Field Representative informed the Commission that the position of Senior Sociologist has been established and that appointment may now be made. There have been several applicants but in order to have as wide a selection as possible, it was decided that Dean Johnson and Mr. Covington would cooperate with Mr. Cane's office in the recruitment of the Senior Sociologist who will act as a Field Representative for this Commission.

H. The Field Representative presented his analysis of the statistics furnished by Mr. Beattie's office. The per capita rate of commitment to the Department of Corrections, probation granted by Superior Courts, and the rate of commitment to institutions and probation granted by juvenile courts, when added, furnished a basis for a ranking which indicated that according to available data, there is a wide variance in crime among the counties. It was suggested that this ranking be correlated with crimes reported and whatever other information is available in the Bureau of Statistics, and serve as a basis of determining which counties seem to have a disproportionate amount of crime and which counties do not seem to have serious crime problems.

After considerable discussion, it was decided that Fresno County and Sonoma County represented somewhat similar types of communities as did San Diego and Riverside. These four counties, therefore, were decided upon as communities to be studied on a comparative basis for crime risk factors and for procedures and facilities which seem to be ameliorating the crime problem.

It was recognized that Oakland now has a Mayor's Crime Committee investigating the facilities and activities in that metropolitan area which may serve as a "pilot study" for that type community.

IV. The Field Representative outlined a plan calculated to secure the maximum amount of information about various communities of the State with the minimum of staff time. It was suggested that, if it were feasible for the Governor to call a meeting of the Mayors of the principal incorporated cities and Chairmen of the County Boards of Supervisors, it might be possible through conference methods to encourage these local administrators to establish crime commissions as committees on the local level, which committees could cooperate with all of the Special Crime Study Commissions. These Commissions should be survey commissions, which, after having made the community inventory of social and economic risk factors of crime, might continue their efforts as a part of local government to combat the crime problem on a long-range basis.

It was recognized that many problems would be involved, but it was thought that the result might be profitable both to the Commission and to the communities. In order to demonstrate to the local administrators the possibilities of such committees, it was decided to organize four or five counties on a local committee basis as "pilot studies". Accordingly, the four above-mentioned counties were selected for initial study. The Commission plans to meet with officials and interested citizens of each of these counties in order to foster local self-study.

V. In a discussion of the risk factors of crime which may have some bearing on the crime problem in California, the Commission would like information from the various counties on the following items:

A. Factors Peculiar to California

1. To what extent does the dependence upon a service type economy and a relatively slow industrial development contribute to crime and delinquency in California?

2. Has the vast in-migration of the past eight years, with the attendant mixing of cultures of various sections of the United States, as well as national and racial cultures, created situations which bring about crime and delinquency in California?

3. Has the overtaxing of the educational, medical, social, recreational, etc., facilities, resultant from the recent phenomenal growth in the State, created crime risk situations among both inmigrants and more settled residents?

4. Does the agricultural economy of California, which is quite dependent upon migratory labor, bring about housing, medical, social, etc., problems which contribute to crime and delinquency? Does absentee ownership and the impersonalness of large ranch operations contribute to the crime picture? Does hitchhiking bring about social evils and crime in a marked degree in California?

5. Do the liberal liquor controls of California seem to have direct relationship to the crime and delinquency problem in California?

6. Does the use of the "floater" practice by some jurisdictions as a method of disposal of misdemeanants seem to have a direct relationship to further crime or delinquency?

B. Factors Not Peculiar to California

1. To what extent has the generally recognized disintegration of home ties and the lessening of family and neighborhood sanctions affected the crime situation in California?

2. What part, if any, does the licensing, revoking, and/or suspending of drivers' licenses play in the causation of crime?

3. What role do areas of criminal contagion play in causation of crime? What steps are now employed to control such areas?

4. Are there adequate educational, recreational, and social facilities available to the youth of rural communities? If there is a lack of such facilities, to what extent does this lack affect the crime picture?

5. Is the housing adequate in number and in condition? How does this situation affect crime causation?

6. Is crime caused in significant measure by lack of employment? Periodic unemployment? Insufficient income?

7. Are there adequate social agency services available to those who need help, and are such agencies properly distributed?

8. Do the recreational facilities meet the needs of the community with reference to (a) adults, and (b) children?

9. What part, if any, does the degree and nature of the law enforcement play in social and economic causation of crime?

10. What services are available to the psychoneurotic on an out-patient basis?

11. Are the churches meeting the needs of the community in general and the young people in particular?

The Commission, recognizing that this is only a partial list of the information it would like to have, decided to make further study of possible risk factors. It was agreed that the Commission would not proceed without first clearing with the other Commissions to see if there are any particular areas that might be explored for information which would be of interest to them.

VI. Considerable discussion was devoted to the family and home life. The Commission agreed that training for family and home life should be done at an early age and that the schools have a great deal of responsibility in training for parenthood and home life.

Dean Ryerson pointed out the effectiveness of the county home-~~visiting~~ demonstration agent program in force in the rural communities. It was thought that a similar service of a counseling nature might well be a part of the urban social welfare picture.

The home visits of the trained visiting-teacher program in San Diego were discussed and it was felt that they are able to solve many problems by counseling of both the individual and the family and thereby prevent more serious delinquencies.

It was pointed out that mental hygiene facilities might be set up by the various communities in connection with County Health Departments now that Federal funds are available for this purpose.

Mr. Covington suggested that the continuous counseling service be available through school years and to adulthood for those who need it. This counseling service would be of particular value to parents who have need of help in understanding and guiding children.

VII. Dean Johnson informed the Commission that she would be unable to represent the Commission in reporting its activities to the California Probation and Parole Association's Annual Conference on May 8, 1948, at Long Beach. Mr. Fitzharris was delegated to fill this engagement with the consent of the members present.

VIII. Dean Johnson is to represent the Commission in reporting its activities on the program of the California Conference of Social Welfare on May 25 at Long Beach. Mr. Fitzharris will conduct the discussion group on social and economic causes of crime and delinquency which will follow the reports of the Commission Chairmen.

IX. The meeting was adjourned at 4:00 p.m.

Respectfully submitted,

C J Fitzharris

C. J. Fitzharris
Field Representative

Arlien Johnson

Dr. Arlien Johnson, Chairman
Commission for Social and Economic
Causes of Crime and Delinquency

Date: June 19, 1948

JOINT MEETING

COMMISSION FOR STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

and

CRIME PREVENTION COMMITTEE OF THE PEACE OFFICERS ASSOCIATION OF THE STATE OF CALIFORNIA

Sheriff's Office - Hall of Justice - Los Angeles
May 5, 1948

Duties of Commission:

To study following factors related to crime and delinquency:

1. Individual and family factors
2. Population and Cultural
3. Urban economic and environmental
4. Rural economic and environmental
5. Community and institutional

Duties of Committee:

To study how lack of information and understanding, inadequate and inappropriate laws, narcotics, prostitution, questionable amusements, liquor and other factors:

1. Produce and induce crime
2. Develop anti-social attitude
3. Foster civil disturbances

Jointly, these groups have as their objectives:

1. Discover and define areas causing crime
2. Diagnose causes and prescribe resources
3. Direct research and predict trends
4. Develop proper public relations material to insure maximum coordination of effort

5/5/48

AGENDA

1. Meeting called to order

By Sheriff E. W. Biscailuz
Chairman - Crime Prevention Committee

2. Introduction of members of Commission

By Dr. Arlien Johnson
Chairman of Commission for Study, etc.

3. Introduction of members of Committee

By Sheriff E. W. Biscailuz

4. Statement of aims and objectives of Crime Prevention Committee

By Sheriff E. W. Biscailuz

5. Discussion of aims and objectives of Commission

By Dr. Arlien Johnson

6. Purpose of meeting

By Sheriff E. W. Biscailuz

It was generally recognized that both groups had many common factors, and that there was great need for co-operative effort.

For purposes of discussion, the recommendations made by the Crime Prevention Committee at Hoberg's in October, 1947, were presented by Chairman E.W.Biscailuz. They were:

- I. Adequately Trained Personnel
  - A. Specialized Crime Prevention Techniques
  - B. Obligation of Personnel
- II. Accurate Tabulation of Crime Statistics
  - A. Uniform Crime Reporting
  - B. District Analysis
- III. Crime Prevention
  - A. Public Relations
  - B. Educational Programs
- IV. Repressive Programs
  - A. Patrol Cars
  - B. Personal Contact
- V. Regulation
- VI. Co-operation with All Agencies

This led to a general discussion regarding responsibilities arising from problems concerning the offender, as an individual, and the community.

- 1. Individual Offenders
  - A. Before Custody
  - B. During Custody
  - C. After Custody

II. The Community

A. To what extent should Law Enforcement concern itself in preventing areas from becoming blighted?

B. Is Law Enforcement concerned with attempting to cure blighted areas?

C. What is the responsibility of Law Enforcement in areas where social agency services are apparently inadequate?

Discussion:

Mr. Covington:

Terrific influx of population makes real challenge to determine when problems are caused by cultural conflicts and when caused by inadequate facilities, housing, etc., to meet the needs. Whether an increase in police activities caused by population increase is sufficient to stigmatize a community with an increase in crime, is a problem needing clarification.

Mr. Ryerson:

California can certainly report progress - we have a Youth Authority and an Adult Authority. Most States do not. We have many features not found in most States. But even so, we have the ever present question: Whose job is it to rehabilitate? The constant need to attack such technical problems as "lack of resources", "lack of private agencies", both rural and urban, is the thing that is getting us together to find the answers.

Mr. Cane:

It is the splendid co-operation of the Peace Officers Association with the California Department of Corrections, and its Director, Mr. Richard M~~ag~~cGee, that is making real progress in the correctional field.

Mr. Bennett:

We feel, in Riverside County, that all must work closely together -- we work hand-in-glove with the probation office.

Sheriff Biscailuz:

On the arrest/prosecution side of the ledger in Los Angeles County, the District Attorney and the Chief of Police of Los Angeles -- as well as the other forty-four municipal police departments -- all co-operate. On the custodial side, we have almost four thousand prisoners in the Los Angeles County Jail; 2900 of these we keep on the top floors of the Hall of Justice; the others, however, we have in Minimum Security Honor Camps and our Honor "Rancho" at Wayside. Before he left for the State, Dave Andrew spearheaded my Rehabilitation Program - one part of that program is to make more room in the Main Security Jail, where there are over a thousand men sleeping on the floor -- not on the bare floor (although there are those who think that's too good for some of them) -- we do give them a mattress. That brings up the problem of "coddling" prisoners, and as we all know, "Sob Sisters" can sometimes wreck all of the good we are trying to do. These commissions can do a lot to help.

Mr. Lester:

Law Enforcement plays a real part in the entire field, from detection to treatment. Actually, treatment starts from the first moment of contact with the offender. However, Law

Enforcement has too long been charged with the responsibility when community resources break down -- Law Enforcement should be responsible only for its share of the problem, but it should look inwardly to be sure it is doing its best with its share.

Chief Andrew:

Doesn't this all point to the fact that we should continue to do the job of detection, apprehension and detention, and should strive to go one step further and make all the services --heretofore available only in juvenile cases -- available to all cases. In juvenile cases, we concern ourselves with causative factors. When a youngster gets into trouble, we are interested not only in the crime committed but also in the boy, as an individual. We explore his home, school, neighborhood, the community, and then all of the agencies that may help. There is a real question as to whether we are officially concerned with such things as inadequate housing or lack of playgrounds, etc. If we are, then are we not equally concerned,whether the subject is 10 years or 100 years of age?

Mr. Dressler:

It is true that some are for and some are against crime prevention in police work. The public too often expects the police to be a psychologist, sociologist, judge, and enforcement officer, all in one. This was never intended. Peace officers are specialists, trained in a specific field. The public must be taught to expect high-calibre staff with an awareness of situations, an ability to know when to refer cases to the proper agency for handling. Often, the police department is the only agency that knows when crimes are committed, and it is that agency's responsibility to see that other agencies have the figures available.

Mr. Skousen:

Our approach has been an analysis of action taken in differen communities. We have found, in support of the things that have been said here, that the average officer of today has a very sound common-sense approach, he knows what the problems are, and he certainly will do a great deal of good, with the modern emphasis on In-Service training. We have not gone into the responsibility of Law Enforcement in the Treatment Field or Preventive Field on the adult side. We have felt that if we could do a top-notch job on the juvenile level, that would eventually cut down the adult level. However, it is certainly apparent that there is need for action at both levels.

Chief Fitzgerald gave a thorough discourse on the problems arising in the care and maintenance of inmates in the Los Angeles County Jail. He stated that the count as of that date was 2908, 187 of whom were women, 300 narcotics, 22 known homosexuals. Over 350,000 have gone through the Jail since 1932. Last year, 38,000 were sent to Court.

Lieutenant Stallings outlined the Care and Treatment program of the Rehabilitation Division of the Sheriff's Department, as follows:

Classification

- Initial
- Reception
- Reclassification

Discipline

- System
- Committee
- Control

Education

- Academic
- Vocational
- Social

Employment

- Assignment
- Guidance
- Fair Production

Recreation

- Physical Sports
- Hobbies
- Group Activities

Library

- Librarian
- Recreation
- Technical Services

Religion

- Chaplain
- Regular Services
- Family Counseling

Case Referral

- Individual
- Family
- Release Procedure

Lieutenant Stallings stated that Sheriff Biscailuz had placed the emphasis of the program on the utilization of existing resources, and that much of the case referral system was a culmination of a three-year study project in this area of systematic referral of cases.

Summation:

Though it was generally recognized that there are differences of opinion on functions of Law Enforcement officers, it was felt that social agencies recognized that Crime Prevention belongs in the Law Enforcement field. That there is a long job of education ahead before the public recognizes that the Peace Officer is a specialist in his particular field. That although his agency often is the first to be aware of both community needs and individual needs, it is still the problem of other specialized agencies to meet those needs.

Chairman Johnson felt that there were three important factors involved:

1. Problems added to agencies over and above legal limitations.

Every agency has limitations, which often preclude handling a problem through to conclusion. It is therefore up to Law Enforcement to be well versed in these limitations, so that they may refer cases to the agency which will give the maximum benefit to both the individual and society.

2. Rehabilitation begins from the moment a person is officially contacted.

It is therefore important that treatment by all resources concerned in each case begin as early as possible after the initial contact, whether it be patrol officer, detective, or custodial officer.

3. Treatment is a continuing process insofar as the individual is concerned.

Therefore, cases often are referred many times until the need is met, often involving several resources.

Meeting closed with general feeling that these bodies should continue working together.

MINUTES OF MEETING

COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

August 13, 1948

I. The meeting of the Commission for the Study of Social and Economic Causes of Crime and Delinquency was held in Room 114, Library, at the University of California in Berkeley August 13, 1948. The meeting convened at 10:00 a.m. and adjourned at 5:15 p.m.

Members Present: Dr. Arlien Johnson, Chairman
Mr. Floyd C. Covington
Dean Knowles A. Ryerson
Dr. Walter L. Treadway

Members Absent: Mr. Charles W. Real

Staff Present: Mr. Frank E. Cane, Executive Officer, State Board of Corrections
Mr. I. J. Shain, Field Representative
Mr. Ronald Beattie, Statistical Consultant, Department of Corrections
Mr. Ray Studt, Field Representative, Juvenile Justice Commission
Miss Ann Welch, Research Technician, Crime Commissions

Guests Present: Judge Samuel F. Finley, Representative of California Conference of Judges
Mr. Daniel V. Flanagan, Western Director, A.F. of L., San Francisco
Professor Samuel C. May, University of California
Mrs. Samuel C. May, President, California League of Women Voters
Mr. C. J. Fitzharris, Associate Warden, Consultant to Dr. Johnson
Mr. Roy Votaw, Youth Authority
Mrs. Dorothy C. Tompkins, Bureau of Public Administration, University of California
Mr. Enrico Dell' Osso, Oakland Mayor's Fact-Finding Committee on Crime
Dr. Benjamin G. Franklin, Chico State College

II. With proper consent, the reading of the minutes of the meeting of May 4, 1948, was dispensed with and the minutes approved as recorded and circulated to the members of the Commission.

8/13/48

III. Field Representative's Report:

A. The Field Representative reviewed the reasons the Commission tentatively selected Kern, Fresno, Riverside, and San Diego Counties for the pilot community studies of social and economic factors affecting crime and delinquency.

They were as follows:

1. The combined commitment rates to State institutions and the probation rates for both juveniles and adults for the years 1946 and 1947 of the above-named counties showed marked contrast. In San Diego County the rates were far below the State average. In contrast, Kern and Riverside Counties' commitment and probation rates were above the State average. Fresno County, on the other hand, approximated the commitment and probation rate average for the State. It was felt that further study was desirable to explain the differences in the above-named commitment and probation rates.

2. Three counties--Kern, Fresno and Riverside--were comparable in agricultural and economic bases, population, general problems of welfare, and rural characteristics. The fourth county, San Diego, represented a contrast being predominantly urban and largely industrial.

3. In summary, the four counties offered contrasts as well as similarities in commitment and probation rates, rural and urban predominance, and economic bases.

B. The Field Representative reported on his activities for July and August which included attendance at meetings of the Adult Corrections and Juvenile Justice Commissions for the purposes of meeting the Commission members and ascertaining the scope of their activities; participation and attendance at the Crime Commission Staff Meeting in Sacramento, July 13, 1948; visits to departmental headquarters in Sacramento and San Quentin where he was introduced to the personnel; and visits to Fresno, Kern, Riverside and San Diego Counties where interviews were conducted with public officials in an attempt to ascertain possible county reactions to modified community self-studies of causes of crime and delinquency.

It was reported that reactions of the public officials interviewed were favorable towards the tentative plan of modified community self-study.

In the field of crime and delinquency statistics for the four counties, the following was summarized:

1. Statistics on crimes reported were available in Fresno and Kern Counties. A previous survey made of the Sheriffs' offices by Mr. V.J. O'Malley, of the field staff of the Adult Corrections and Release Procedures Commission, enumerated such information for the year 1947. Reports from the Sheriffs of San Diego and Riverside Counties were to be forthcoming.

2. Statistics of crimes reported in the major cities of Fresno, Bakersfield, San Diego, and Riverside for the years 1946 and 1947 were gathered from the FBI Uniform Crime Reports. Such information was broken down by number for the following crimes: Murder, Robbery, Aggravated Assault, Burglary, Larceny under $50 and over $50, and Auto Theft.

IV. Dr. Arlien Johnson, Chairman, indicated that the Commission is interested in studying and evaluating "risk factors" in these four counties. A risk factor, for purpose of definition, was described as some aspect of the economic and social life of a community which may predispose a person towards delinquent or criminal behavior, as delineated in the literature on causes of crime.

After discussion, tentative agreement was reached that study of the following aspects of community life might help to explain variations in crime rates in the selected counties:

1. Crime and delinquency index

    (a) Offenses as related to reporting, arrests, and record keeping: Can data at hand be considered comparable in four counties?

2. Analysis of population

    (a) Since crimes are committed in greatest proportion by males in 18-25-year-old age group, do counties vary in distribution of population by age groups? Sexes? Races?

    (b) Mobility; in-migration and effect upon community solidarity.

3. Economic base: agricultural and economic base as related to demand and supply of labor, availability of jobs; strife between workers and employers; distribution of ownership of land and wealth, etc.

4. Quantity and scope of services that are assumed to prevent crime and delinquency such as:

    (a) Educational and guidance programs for juveniles and adults.

(b) Health and welfare services that prevent or alleviate property and dependency such as insurance, assistance, care of dependent and delinquent children; availability of medical care.

(c) Recreation: public facilities; commercial facilities and their regulation.

(d) Adequacy and availability of housing.

(e) Administration of justice: adequacy of staff for police and sheriffs offices; treatment of offender in formal and informal hearings; use of probation; delinquency prevention programs.

(f) Churches: extent of programs and influence upon community leadership.

5. Community awareness and stability as a factor affecting behavior and respect for law and order.

6. Stability of family life as reflected by divorce; birth rates; death rates by causes; church attendance, etc.

Dr. Treadway suggested that the Commission should interest itself in the where, when, and under what conditions crime and delinquency occur. He suggested that it would be advisable to analyze available information and omissions and to point out the shortcomings. Dr. Treadway further suggested an examination of some of the ethical and moral imperatives in community life such as community regulation and leadership in planning, health, continuity of education, religion, etc.

Mr. Beattie introduced the question of statistical shortcomings in ascertaining the true picture of crime and delinquency in the above-named counties. The Commission agreed to explore the possibility of securing assistance of advanced college students in the four counties in the gathering of crime and delinquency statistics with the approval of law enforcement officials.

The Commission agreed that the Field Representative, with the assistance of State and local agencies, should gather all available information as outlined in the schedule, before calling upon the cooperation and help of local county-wide groups.

The following suggestions were made with regard to approaches in making the modified community self-study:

1. Gathering of names of key people, organizations and existing committees interested in the problems of delinquency and crime.

2. An informal approach to the Boards of Supervisors, followed by a public meeting of interested persons and groups.

3. Appointment of a steering committee in the county to supervise the fact-finding phases.

4. Use of existing groups with interests in the problem of crime and delinquency to assist the Commission in the gathering of information.

V. Mr. Roy Votaw, Supervisor, Delinquency Prevention Section, Youth Authority, outlined to the Commission the approaches and methods used by the Youth Authority in their county-wide surveys of delinquency and youth services. They are as follows:

1. Gathering of names of key people, organizations and interested groups by the Field Representative.

2. Clarification of concern to the county.

3. Open meeting of the Board of Supervisors to interest broad cross-section of citizens.

4. Period in which information is gathered.

5. Tentative report with major recommendations submitted orally at meeting with the Board of Supervisors and interested agencies.

6. Final report, made available to Board of Supervisors, key organizations and interested persons.

These steps are undertaken only after a specific request to make a study is submitted to the Youth Authority by some representative of the county government. As result of the community surveys already made by the Youth Authority, approximately thirty-nine new agencies and nineteen new buildings and facilities were added in the counties surveyed.

VI. Mr. Enrico Dell'Osso, of the Oakland Mayor's Fact-Finding Committee on Crime, reported on that group's activities. Among the Oakland Committee's accomplishments, Mr. Dell'Osso outlined the following:

1. Secured the cooperation of the Youth Authority in making a study of the handling of juveniles by the Oakland police.

2. Preliminary investigation into the alcoholic problem. A pilot experiment has been started in the handling of alcoholics to secure their rehabilitation.

3. Enlisting of community support in a drive against juvenile delinquency.

VII. Mrs. Samuel C. May, President, California League of Women Voters, suggested that women's organizations with statewide legislative programs would be interested in the county community studies, and would probably participate. Mrs. May also indicated the League's interest in forthcoming Crime Commission proposals for legislation.

VIII. Mr. Frank E. Cane, Executive Officer, Board of Corrections, announced that interim reports of all commissions would be compiled and published in January. The interim reports should contain a digest of the proposed community study as well as legislative recommendations. One such recommendation that would be of interest to the Commission concerns itself with steps in improving statistical reporting and services in the field of crime and delinquency in the State.

At the staff meeting in Sacramento on July 13, 1948, the Field Representative was directed to gather from the Field Representatives of the Adult Corrections and Release Procedures, Juvenile Justice and Criminal Law and Procedures Commissions brief statements of the specific instances of difficulties in gathering statistical data on the local and State level concerning crime and delinquency as well as specific recommendations concerning its improvement on a State level. These reports were to represent the thinking of staff, Commissions, or both for improving our present machinery for gathering statistics on crime and delinquency. The individual reports will in turn be consolidated in one report by the Field Representative of the Social and Economic Causes Commission. The consolidated report will be prepared in time for the next commission meeting tentatively set for October 7.

Judge Samuel F. Finley suggested that the Commission might recommend a Central Statistical Bureau for all statistical data on the state level.

The Commission decided to discuss legislative recommendations concerning the improvement of statistical services in the field of crime and delinquency in greater detail at a future meeting.

IX. The Field Representative, at the request of the Commission, outlined the progress on the report of California's agricultural economy as it relates to the problems of crime. It was noted that there were statistical shortcomings in evaluating the number of transient migratory workers or their children who were involved in criminal or delinquent activity.

Dean Ryerson pointed out that the problems of the migrant laborer were similar to the underpriviledged people who live in slum areas in the cities.

X. The meeting was adjourned at 5:15 p.m.

Respectfully submitted,

/s/ I.J. Shain

I.J. Shain
Field Representative

Arlien Johnson
Dr. Arlien Johnson, Chairman
Commission for Social and Economic
Causes of Crime and Delinquency

The meeting was adjourned at 5:15 p.m.

Respectfully submitted,

/S/ I.J. Shain

I.J. Shain
Field Representative

[illegible]
Dr. Arthur Johnson, Chairman
Commission for Social and Economic
Causes of Crime and Delinquency

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MINUTES OF MEETING

COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

August 14, 1948

The meeting of the Commission for the Study of Social and Economic Causes of Crime and Delinquency was held in the Adult Authority Board Room in San Quentin State Prison August 14, 1948. The meeting convened at 9:30 a.m.

Members Present: Dr. Arlien Johnson, Chairman
Mr. Floyd C. Covington
Dean Knowles A. Ryerson

Members Absent: Mr. Charles W. Real
Dr. Walter L. Treadway

Staff Present: Warden Clinton T. Duffy, San Quentin
Mr. Douglas C. Rigg, Associate Warden, San Quentin
Dr. Henry W. Rogers, Director, Guidance Center
Dr. David G. Schmidt, Chief Psychiatrist, San Quentin
Mr. I.J. Shain, Field Representative
Miss Ann Welch, Research Technician, Crime Commissions

Guests Present: Judge Samuel F. Finley, Representative of California Conference of Judges
Mr. Daniel V. Flanagan, Western Director, A.F. of L., San Francisco

8/14/48

The Commission met at San Quentin for the express purposes of visiting the Guidance Center and to acquaint itself with the prison's facilities for care and treatment and custody.

Warden Clinton T. Duffy commented upon the program and facilities at San Quentin. He remarked that a large number of inmates at San Quentin had prior commitment records either as juveniles or adults. It was his opinion that poor home life and inadequate family training were fundamental characteristics in crime causation.

Dr. Henry W. Rogers, Director, outlined the program at the Guidance Center. All new inmates sentenced to the California prison system are received there and during a period of approximately sixty days are examined and interviewed to determine educational level, personal adjustment, vocational aptitudes and circumstances and causes of the crime. The examinations and interviews are used as a basis for classification as to type of custody, job assignment and rehabilitative program. Personnel at the Guidance Center include psychiatrists, psychologists, sociologists, vocational counselors and teachers. Dr. Rogers was of the opinion that poor job adjustment, low educational achievement and the absence of personal discipline characterized many of the new inmates.

Mr. Douglas C. Rigg, Associate Warden discussed the care and treatment program at San Quentin. The program includes the following:

1. Education. Classes in both academic and vocational subjects and correspondence courses for advanced subjects.

2. Recreational activities, athletic competition, classes in sports, and entertainment.

3. On-the-job training in industries.

4. Health and welfare activities including clinics, sponsorship of Alcoholics Anonymous, and numerous welfare groups.

5. Library facilities.

6. Religious activities.

Dr. David W. Schmidt, Chief Psychiatrist, commented that psychological maladjustments are apparent in a large number of inmates. He also described the facilities for treatment of psychiatric cases and work in group therapy. It was his opinion that personality maladjustments were important factors in crime causation.

The Commission went on an extended tour of the Guidance Center and prison facilities, personally conducted by Warden Duffy, and inspected the following:

1. Guidance Center
    - a. Cell blocks
    - b. Interview rooms
    - c. Recreational field
2. Shops
    - a. Jute mill
    - b. Printing shop
    - c. Tailor shop
    - d. Furniture factory

3. Library

4. Chapel

5. Hospital

    a. T.B. Ward
    b. Psychiatric ward
    c. Laboratory facilities

6. Recreation field

7. Gas chamber

8. Prison yard

The meeting was adjourned at 2:00 p.m. following luncheon at Warden Duffy's residence.

Respectfully submitted,

/s/ I.J. Shain

I.J. Shain
Field Representative

Arlien Johnson
Dr. Arlien Johnson, Chairman
Commission for Social and Economic
Causes of Crime and Delinquency

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MINUTES OF MEETING

COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

October 6, 1948

I. The meeting of the Commission for the Study of Social and Economic Causes of Crime and Delinquency was held in the Mission Inn, Riverside, October 6, 1948. The meeting convened at 7:45 p.m.

Members Present:

Dr. Arlien Johnson, Chairman
Mr. Floyd C. Covington
Dean Knowles A. Ryerson

Members Absent:

Mr. Charles W. Real
Dr. Walter L. Treadway

Staff Present:

Mr. I. J. Shain, Field Representative
Mr. C. J. Fitzharris, Associate Warden, Consultant to the Commission

Guests Present:

Dr. Robert A. McKibben, Chairman, California Youth Committee
Mr. Heman G. Stark, Chief, Division of Field Services, Youth Authority
Mr. Don R. Sanson, Representative, California Probation and Parole Association
Mr. William F. Gunnerson, Representative, California Probation and Parole Association
Mr. F. Harold Butterfield, Probation Officer, Riverside County

Dean Johnson reviewed the Commission's study program, and pointed out that the four county studies of Kern, Fresno, Riverside and San Diego Counties are for the purpose of ascertaining risk factors in crime causation. The four counties were selected as typical of California. It was, also, noted that there was further need for study of individuals.

Dean Ryerson commented that the Commission was handicapped by a lack of adequate statistical data in ascertaining the volume and nature of crime in California.

II. Dr. McKibben, Chairman, California Youth Committee, outlined forthcoming studies of community leadership to be undertaken with the possible assistance of Rosenberg Foundation funds. An attempt will be made to ascertain those elements which make for successful community leadership. Case studies will be undertaken.

III. Mr. Stark, commenting upon delinquency, stated that a study of Youth Authority wards revealed the following characteristics:

a. Their intelligence quotients were but three percentage points below that of the average United States population.

b. They were generally deficient in reading, and retarded in school from three to six years. Delinquency in many cases is traceable to the time when they first failed in scholastic work.

c. No adequately integrated school guidance programs were available to assist them. This latter weakness is one of the most serious elements in delinquency.

Mr. Stark offered the Youth Authority field staff services in the collection of basic information in San Diego County. It was agreed that the Field Representative would submit an outline of desired information to Mr. Stark.

IV. Mr. Sanson made several comments upon crime and the judicial process. He asserted that criminal law is generally recognized as unscientific. Furthermore, it affords no selective or intake policy with relation to adults. There is little difference between the criminal and non-criminal. Under present statutory provisions it is largely a matter of chance whether one encounters the criminal process or not.

Probation is the means whereby selectivity can operate. Its potentialities are considerable in the treatment and evaluation of criminals. Its use should be expanded in the correctional and judicial process.

Mr. Sanson further suggested, as a means of adequately measuring the volume of crime, the following:

a. Use the fingerprint process to count criminals.

b. Evaluate the number of misdemeanor offenses. (Persons committing felonies have often had a long record of misdemeanors.)

c. Study differences in the administration of justice locally to get a true evaluation of differences in the statistical quantities of crimes reported.

V. Mr. Stark, commenting upon statistical inadequacies, noted that the Youth Authority experiment with probation statistics has had some degree of success. The Youth Authority has assigned a field representative to demonstrate to the local county probation officers how such statistics are to be gathered, and the value of gathering this information.

Mr. Sanson, Mr. Butterfield, and Mr. Gunnerson all concurred in the respective value of the Youth Authority system of collecting probation statistics.

VI. The meeting was adjourned at 10:45 p.m.

Respectifully submitted,

/s/ I. J. Shain

I. J. Shain
Field Representative

Arlien Johnson

Dr. Arlien Johnson, Chairman
Commission for Social and Economic
Causes of Crime and Delinquency

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MINUTES OF MEETING

COMMISSION FOR THE STUDY OF SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

October 7, 1948

The meeting of the Commission for the Study of Social and Economic Causes of Crime and Delinquency was held in the Board of Supervisors' Room, County Courthouse, Riverside, October 7, 1948. The meeting convened at 9:30 a.m.

Members Present:

Dr. Arlien Johnson, Chairman
Mr. Floyd C. Covington
Dean Knowles A. Ryerson

Members Absent:

Mr. Charles W. Real
Dr. Walter L. Treadway

Staff Present:

Mr. I. J. Shain, Field Representative
Mr. C. J. Fitzharris, Associate Warden, California State Prison
at Soledad and Consultant to the Commission

The Commission heard the views of the following people:

Mr. Walter Pittman, Chairman, Board of Supervisors, Riverside County

Indicated that Riverside County had a problem of crime and delinquency but, in his opinion, not to any greater extent than other counties. Lack of parental supervision and population increases were some of the causes of crime and delinquency.

Lt. Jack Hughes, Juvenile Division, Sheriff's Office, Riverside County

Noted that migratory workers contributed to crime in the county. There is a need for more supervised recreation to alleviate the delinquency problem. Juvenile division is understaffed with only two officers in the division which does not allow for preventive work.

Sgt. Jack Smith, Juvenile Department, City Police Department, Riverside

Insufficient personnel in juvenile department also hampers the effectiveness of the work. Only two juvenile officers are in city police department. Juveniles are segregated from adults by being sent to Juvenile Hall. Juvenile Department has responsibility for supervising all public dances.

Mr. John E. McIntyre, Director, County Welfare Department, Riverside County

Poverty, lack of normal home life and inadequate housing were given as contributing causes of delinquency.

Caseload trends were up in the county. There was no unusual rise in the Negro population in Riverside County to his knowledge.

Mr. F. Harold Butterfield, Probation Officer, Riverside County

Indicated that "Pachuco" activity in Riverside County has practically disappeared. The main problem comes from children of newly-arrived families. Insecurity in child as result of cultural differences was noted as often finding expression in delinquency. There has been no general increase in juvenile delinquency. Adult probation caseloads have risen with no corresponding increase in adult probation officers.

There are no youngsters in jail in Riverside County. The Juvenile Hall is used for detention. A detention home for dependent and neglected children is being built.

There are no psychiatrists in Riverside County, and youngsters needing psychiatric help have to be taken to Los Angeles.

Mr. Robert L. Bond, Director, Community Settlement Association, Riverside

Directed his comments on the minority problems in Riverside County. Listed as factors in delinquency causation were the constant migration, inadequate economic opportunities for Mexican children, and need to leave school at early age to help support the families. Comparatively few Mexican boys and girls attend high school, and those who do are not accepted socially by the Anglo-Saxon children.

He reviewed the results of a housing survey made by the Riverside Council of Church Women of housing conditions on the east side of Riverside undertaken in June, 1948:

1. Of 327 homes surveyed (60% of area within which Mexicans and Negroes lived), one-third had been infested with rats and vermin

2. 185 houses were rented and the rest were owned

3. One-third of the families had outside toilets

4. Occupants of each house varied from one to thirteen persons, with the average occupancy at 4.8 persons per household

5. Estimate of weekly earnings was $25.30 for heads of families

6. One-third of families had come to Riverside since 1940

7. Rents varied from $6 to $40 per month

Behavior problems among Mexican children in schools were much higher than among white children. Evidence of culture conflict and reaction against discrimination were mentioned.

Senator Nelson S. Dillworth, Riverside County

Expressed appreciation of the work of the Commission and asserted that there must be moral and spiritual growth if people are to improve.

Mr. William O. Mackey, District Attorney, Riverside County

Asserted that practically every crime brought to his attention was related in some way to alcoholism. Indicated that there were sharp business practices but few offenders were brought to trial.

Mr. Carl F. Rayburn, Sheriff, Riverside County

A complete record is made of every person arrested and placed in jail in Riverside County. This includes misdemeanants. Problem of law enforcement in Riverside County is that of affording protection to all areas. The county has more than 7000 square miles. Large areas therefore remain unpoliced.

The transients were rightfully a state problem because of their short stay in any one particular community.

Mrs. Wallace Tate, President, Riverside Council, PTA

Indicated a need for an over-all county recreational program. Urged more extensive use of school facilities for recreational purposes. Riverside City has good facilities but need is to extend services to outlying county areas. There is a need to spend some of the $15,000 appropriated by the county for a county-wide recreational program.

Through a voluntary arrangement with comic book distributors some of the more undesirable books are not being sold within the City of Riverside. It has worked successfully so far.

Mr. P. A. Cunningham, Chief of Police, Indio

Outlined the recreational program in the Coachella Valley Sports League. With a paid director, a group of volunteers has been able to conduct extensive sports programs and athletic competition. A paid director was essential to a successful recreational program.

Dr. Robert S. Westphal, Health Director, Riverside County

Outlined sources of health problems in the county. Indicated that crowded poor conditions contribute to emotional problems and feelings of insecurity among children, and this often takes the form of juvenile delinquency.

Miss Edna Bailey, Director, Child Welfare, Riverside City Schools

The truancy problem has diminished since the end of the war. With the assistance of funds from the Junior Aides, problem children are taken to the Pacific Colony for psychiatric treatment. Among the school services in the City of Riverside are schools for physically handicapped children, remedial reading teachers, home teacher service, psychological testing, vocational guidance services, a continuation school and medical examinations for children. Schools have recently hired Mexican and Negro teachers. It has had a beneficial effect upon minority group students.

Poor home situations generally make for poor school work.

Mrs. Elsie L. Paterson, Supervisor of School Attendance, Riverside County Schools

Her office is responsible for work permits. They also examine children with medical need and provide for such services. Hot lunch program has helped to reduce truancy. There is need for additional attendance supervisors.

Mrs. Vivian Harrington, Community Council, Riverside

Community Council consists of agencies and organizations within the City of Riverside. Group is interested in establishing a family welfare agency and hiring a psychiatrist for consultation service. Council is planning to re-study the Youth Authority survey of Riverside County in light of existing conditions.

Mr. Victor E. Harris, Manager, Department of Employment Branch, Riverside

There is a large seasonal fluctuation in labor demand in the county. Farm worker wage rates vary from sixty-five cents to $1.25 per hour.

He estimated that there was eight months' work possible if migrants moved from one area to another.

Within Riverside County there was very little farm housing for migrants.

Assemblyman John Babbage, Riverside County

Indicated that the migrant problem went to the roots of society. Noted in his experience in the District Attorney's office that migrants who got into trouble usually had partaken excessively of intoxicants.

The meeting was adjourned at 4:00 p.m.

Respectfully submitted,

/s/ I. J. Shain

I. J. Shain
Field Representative

Arlien Johnson
/s/ Arlien Johnson
Dr. Arlien Johnson, Chairman
Commission for Social and Economic
Causes of Crime and Delinquency

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Meeting Of

SPECIAL CRIME STUDY COMMISSION

on

SOCIAL AND ECONOMIC CAUSES OF CRIME AND DELINQUENCY

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Held In
Riverside
County Court House
Riverside, California

---oOo---

Thursday, October 7, 1948

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THURSDAY, OCTOBER 7, 1948, 9:00 O'CLOCK, A. M.

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Doctor Johnson called the meeting to order. Walter V. Pittman, Chairman of the riverside County Board of Supervisors, welcomed the Commission to Riverside.

Doctor Johnson introduced the members of the Commission and stated they were not here to find anything wrong, but only for the purpose of research into the reasons for crime and delinquency and its prevention.

Doctor Johnson asked Mr. Pittman if he thought that Riverside had such a problem. Mr. Pittman replied that Riverside did have, but not to any greater extent than any other county, and to a lesser degree than some counties. The most specific problem was the lack of control by parents, not only of their children but of themselves. Parents frequent liquor places and places of amusement leaving children in cars or at home without proper supervision. Increase in population over a period of years has also contributed to the causes. Many come from other states and from farm centers, and have not enough to do to occupy their freetime. He felt that in Riverside much of the delinquency of juveniles could be traced to delinquency of adults.

Doctor Johnson asked if Riverside had an adult education program. Mr. Pittman replied that there was an adult program in the schools in Riverside.

Lieutenant J. Hughes of the Sheriff's Office came forward and was introduced to the Commission. Dean Ryerson asked Lt. Hughes what he thought the social and economic causes of crime were. Lt. Hughes said a lot of it was caused from migratory workers following crops as the main sources of income. In the first six months of 1948 there were more misdemeanor cases than felonies.

Lt.Hughes was aked also if this condition was peculiar to Riverside, to which he replied"no". He also wished to disagree with Mr. Pittman on one respect; that was that the situation was not althogether the parent's fault or responsibility; some of it was the lack of proper supervision and controlled recreation to occupy idle hours. Although there are five sub-stations, there is no officer for this type of work in Coachella Valley and only two men to cover work in the vicinity of Riverside, La Sierra, Corona, Arlington, Hemet, Perris and Elsinore. They do not have the time for prevention, but must spend most of the time on investigation and filing of reports. Cases reported for the first six months of 1948 included Banning with twenty-two; Blythe with twenty; Elsinore with twenty; Hemet with thirty-eight; Indio with fifteen; and Riverside with four hundred and thirty-eight.

Mr. Pittman stated that the cases at Blythe were handled by the sheriff. Another reason for the lack of prevention is the amount of proff the sheriff must have in order to press a case. The jails could be filled with reported cases, but without proff nothing can be done about them. He stated there should be laws passed making the owner of property on which liquor is sold have his place of business not only properly lighted well on the inside of the building, but on the outside as well, and make the owner responsible for any action on his property whether in the building or on the grounds.

Lt. Hughes said that there should be at least one officer in Coachella Valley working on Juveniles alone. He stated there was a great need for patrol officers not on call to work on juvenile cases and check on children on highways after eight p.m. Officers often pass children on the highways but do not have the time to stop and investigate. There is also a reluctance on the part of peace officers to handle juvenile cases.

Lt Hughes replied, in answer to a question by Dr. Johnson as to whether Riverside County was covered as well as some others, that he thought that Riverside County was far ahead of San Bernardino in certain respects. He said also that there was no basis for any belief that the larger portion was among the non-white group.

Sergeant Jack Smith of the Juvenile Department, Riverside Police Department came forward and was introduced to the members of the Commission. He said that his problems were somewhat the same as those of Lt. Hughes; he had no clerical help devoted to juvenile work; he had two workers on investigation only. He stated the Crime Prevention Bureau had no time to spend on Crime prevention, but spent their time in investigation and filing of reports.

Sgt. Smith pointed out that all public gatherings such as dances must have a uniformed officer present. There are very few in Riverside City, but including the Highnight at the Auditorium for teen-agers and dances held at the Eagles Hall. Then there are some dances on the outskirts of town, all of which must have an officer on hand. Children from San Bernardino, Elsinore, Corona and Colton come to the Highnight dances. At one time some trouble was had with a group from Sandiego, but Riverside was declared out of bounds for students and that helped to clear the matter.

Supervisor E. S. Hill said that to his mind there were too many rules and regulations, and that only about half or even less of those laws were enforced. He also didn't think that the youth of today were any worse than they were in his day; probably in some respects not quite as bad. He said they settled their differences in their own way with no interference by the law if they wanted to fight.

Mr. Covington wished to know to what extent juveniles were separated from adults. Sgt. Smith said that Juveniles under eighteen years of age were separated from adults and taken to Juvenile Hall where they were kept in custody until disposition was made of their case, whether felonies or misdemeanors. On the other hand, on felonies committed by seventeen year olds, such might be committed to the county jail, but must have the approval of the Superior Court.

John E. McIntyre, director of the County Welfare Department, came forward and was introduced to the Commission.

Mr. McIntyre stated that poverty and lack of adequate housing and normal home life was one of the main causes of juvenile crime. Lack of normal home life caused an emotional unbalance. In some parts of the county the lack of housing was caused by transient workers during certain times of the year due to the repening of certain crops and in many cases families had to live in tents and cars.

CHAIRMAN JOHNSON: Do you have many who come under general assistance and indigent relief; is there very much variation in your case load?

MR. MC INTYRE: Yes, the trend on all case loads us up. The general welfare frankly hasn't grown as rapidly as I would have expected it to grow. The situation in Los Angeles, of course, has been very serious, and I felt that because of the trend in some of the larger cities, it is probably the same thing here. It is just a question of time for people to drift out here and is probably more acute in urban areas, but so far it hasn't happened to us. We have many people making applications, but because of different factors. They are finding, for instance, that the ordinary wage of the head of a family is not sufficient to take care of the needs of the family. Those people come into the department seeking supplementary assistance to their wages. Of course, we haven't seen fit to do anything about it. We feel it is a problem we are not prepared at this time to go into.

Also, people with fixed incomes, annuities and things of that nautre, have felt the pinch very seriously and have contacted the department. Now, on emergency situations where it was necessary very definitely to do something, we have taken those cases on a service basis or outright grant basis.

CHAIRMAN JOHNSON: Do you think, in your experience, that it would be desireable to have a State grant for assistance for categorical aid?

Mr. MC INTYRE: That is a subject discussed quite freely by welfare directors. I think it would depend on the methods set up and administrative plans. I would like to see a better general relief program in the State of California. Our residence laws, for instance, I feel are pretty well outdated.

I might say this: The Federal authorities are pretty much inclined to waive all of these requirements. I know that the County Welfare Association has been discussing it quite thoroughly. I also understand the Executive Council has made very definite recommendations to Congress, which will be made through the Senate Finance Committee, of waiving residence. Frankly, it would hurt California unless some satisfactory scheme would be set up to finance the program.

CHAIRMAN JOHNSON: I wasn't thinking so much of Federal Aid, but of State and County Aid. You are thinking of Public Law 45?

MR. MC INTYRE: Yes, in removing some of these restrictions without there being such a dire emergency. I believe the supervisors have a aopinion on that matter also, as to financing it entirely from County funds.

SUPERVISOR HILL: I feel the law is entirely too strict. I think there should be some change made in that law. I certainly don't like tbe setting of the expenditure of so much county money before you can acquire any of the State aid and enter into it to the extent it is set ut at the present time.

CHAIRMAN JOHNSON: If it were made available without so many restrictions; perhaps the need of the county for additional grants on a regular basis or on a population basis?

SUPERVISOR HILL: Yes. As I understand it, the county has to spend so much of its own funds before it comes under State Aid. We know there has been a bad situation in San Joaquin County; people stranded up there in some of those counties and were up against it, but the Governor didn't see fit to declare an emergency. I think the act should work when the emergency arises; when the help is needed. And in this county, as Mr. McIntyre states, we haven't got a bad problem here yet and they have been able to meet it.

MR. FITZHARRIS: How about your housing facilities?

MR. MC INTYRE: I know ofsome public housing facilities here. You have your Public Housing Authority, but I imagine one of the Supervisors could give you more information on that.

CHAIRMAN JOHNSON: You do have two hundred and seventy-five units?

MR. PITTMAN: Yes, we have two hundred seventy-five units here and probably two hundred and fifty more at Beaumont. Riverside is rapidly building more houses and homes, but the influx of population is about keeping up with the number of houses being build. Most of them are for sale that are being built.

The FHA act comes back into force now are are going to build houses out of additional funds. There are several other projects planned which will eventually be put within the incorporated limits. The area Mr. Hughes spoke of is one of the fastest growing areas in Southern Califoria because of the importation of water in the All American Canal and there will be a critical housing shortage there.

SUPERVISOR HILL: The unfortunate part of the housing situation in this area is that most of the buildings either for purchase or rent are beyond the reach of the low income group.

CHAIRMAN JOHNSON: May I ask you one more question? We were told there has been quite an influx of negroes from the southern states who have settled in the county. Have you had any problem there; dependency arising among those people?

MR. MC INTYRE: We have had some contact with it, but I wouldn't say anything out of the ordinary. I think I wouldn't classify it in any sense of the word as a problem from the welfare standpoint.

CHAIRMAN JOHNSON: How large a settlement is it?

MR. MC INTYRE: I think they are in the Lemmon Valley

I wasn't aware we had any great amount or such an increase. We have more, I know, but I never heard of anything big.

CHAIRMAN JOHNSON: Are there any other ones?

MR. MC INTYRE: I don't know.

MR. FITZHARRIS: Coachella or out near Indio there is a large settlement. Apparently it is a squatter's area.

MR. MC INTYRE: Yes, out in Parosas Valley also.

CHAIRMAN JOHNSON: But they aren't a problem?

MR. MC INTYRE: We haven't had any difficulty, no.

SUPERVISOR PITTMAN: On account of the climate, they aren't particular whether they have a good house or not.

CHAIRMAN JOHNSON: You are very fortunate.

SUPERVISOR PITTMAN: No, we are unfortunate, because that creates a health problem, and the type of house they live in is not really a house.

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Mr. F. Harole Butterfield, Chief Probation Officer, Riverside County, came forward and was introduced to the Commission.

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MR. FITZHARRIS: As to probation, has your case load gone up with the increase in population since the war in this area?

MR. BUTTERFIELD: You are talking about adult cases now?

MR. FITZHARRIS: Yes.

MR. BUTTERFIELD: Probably the best explanation of that is that in the first place I don't know exactly what the increase in population has been, but there have been a number of factors that enter into it besides the increase in population.

Along in September of 1947 a new law went into effect which required the court to refer all cases to the Probation Officer for investigation and report; prior to that time it was up to the defendant or his attorney to make an application for probation, or in some instances, the court referred a case on their own motion.

Since that law went into effect, the number of cases referred have doubled and I know our population in that length of time, or even since the war has not doubled. I mean, our case load of adults has gradually gone down during the war until 1944; then it began to increase as the Army and Navy released their men and they would come back to the community and be referred to the criminal courts and our case load went up with the number of these men not able to adjust themselves.

In 1944 I believe we had a hundred and five men on probation. Nowwe have approximately five hundred--last month it was four hundred ninety-four, I believe, so it has increased about four times.

CHAIRMAN JOHNSON: Has your staff kept pace with this increased load?

MR. BUTTERFIELD: No we had two before and now we have four, so we are twice as boad off as in 1944, referring to case load.

Also, during the war due to transportation problems and such as that, the justice courts really got out of the habit of referring cases to the Probation Office, which they have the privilege of doing under the law, and until last year very few cases were referred.

This year we are having more cases referred from Justice Courts out from the area around Blythe, Indio and those Places.

CHAIRMAN JOHNSON: How about the juvenile situation? Of course, that would not be the same reasons, but have you noticed a disproportionate increase in cases?

MR. BUTTERFIELD: No, I think the increase has been pretty much in relation to the increase in population.

CHARIMAN JOHNSON: Fifty percent increase in population and fifty percent in cases?

MR. BUTTERFIELD: Well, when it comes to statistics, we can show by statistics that we have had a great reduction, because prior to 1945 it was the policy of the office to carry everyone until they were twenty-one as wards of the court, but on an inactive list; so we have records of over a thousand youngsters that were wards of the court. We had no idea where they were. In 1945 we started clearing out the records, and we found some dead, some had gone, and now we have a case load of about six hundred and fifty that are actually really cases we have to work with all the time.

CHAIRMAN JOHNSON: Mr. Butterfield, not speaking statistically, but from your own observations, would you feel there have been any increases in the problems of youth since the war that might bring them into the toils of the law? Would you have any comment on the types of offenses or anything that would indicate what has happened as a result of the war; its effect on people?

MR. BUTTERFIELD: Well, from the general cases that are coming through the office and what has occurred during the last eighteen months, it seems to me we are returning to a normal situation, which we experienced prior to the war. Last year we had our first indication, to me at least, that we did not file as many petitions in August and September; but then too, we had a lot of people who were out of the community that had previously been there and schools were not active and such as that. People were on vacation and there are a large number of people that live in this county that go up to Fresno and that area to work, and this year it was more noticeable than last year; we had a very noticeable number of filings of petitions dropping off in August and September.

Now, those people will come back to the community. I think the most noticeable thing is the disappearance, or practically the disappearance of the Pachuco activity, or gang activity that we experienced during the war. We haven't the gang problems we had all during the war. At lease we haven't had them during the last eighteen months to any great extent.

CHAIRMAN JOHNSON: Have you any comment on the problem of the effect of in-migration; that is, children and young people coming from these families that have moved in?
Do they seem to present any special problems in adjustment?

MR. BUTTERFIELD: I think they do present a special problem of adjustment, because in many instances there is a great cultural difference in California and the area from which they came. Some have their maladjustments and some have their difficulties that we attribute to the child alone, and they are cultural differences in the community, and consequently a sense of insecurity on his or her part. Then, not necessarily in retaliation, but from frustration, rather, get into difficulties. But, however, that type of youngster very often has come here and wants to stay here, and we find that many times they are easiest to work with and we affect a better adjustment with them than with people who have been here a long time that resent such things coming up.

MR. COVINGTON: What legal and medical services do you offer? How about a public defender?

MR. BUTTERFIELD: For Adults?

CHAIRMAN JOHNSON: Speaking of adults, yes.

MR. BUTTERFIELD: Prior to this year, if an adult who had no legal advice could not secure any until he appeared in Superior Court and then requested one, a local attorney was appointed by the court just as a matter of public or civic responsibility. It was usually some attorney in Riverside. This year the Board of Supervisors provided for a public defender who has been appointed.

I don't know just when his appointment took effect, but I believe it was sometime in September. He is a very capable fellow and fine man and has had experience in the District Attorney's office and I am very glad we have him because he is also taking over the responsibility of rehabilitating men who have gotten out of state's prison who have a year or more. Originally that was the responsibility of the Probation Officer. He has taken over that. He has shown an interest in that part of the work as well as the other.

CHAIRMAN JOHNSON: Turning now to the juveniles for a moment, do you have all the staff you need to handle your problems?

MR. BUTTERFIELD: Frankly, we are in much better condition than we have ever been so far as the juvenile cases are concerned, and with one exception we are not so bad off.

We have one woman who carries a hundred and fifty cases, which of course is impossible to do. She takes care of delinquent girls and dependencies, or unfortunate cases of youngsters, and aside from that, in the juvenile field we are not particularly handicapped.

Of course, if you are going into the ideal situation, we are not meeting that, but we are doing the work and we can get it done.

There is one exdeption to that, something we didn't have prior to the war. We have now and it seems to continue, parents moving away and leaving children, or parents in jail, and things of that nature. We have having more of those children than we had before. That is a greater percentage on a per capita basis.

CHAIRMAN JOHNSON: Earlier someone spoke of the responsibility of the parent. Do you have any ideas in working with them?

MR. BUTTERFIELD: No, I think that we too often say there are too many delinquent parents, and that is probably true, but our experience has been that the weaknesses of the parents have not been intentional as much as they have through lack or knowledge or experience or understanding on their part. Very frankly, there are a good many of these youngsters that if I were in the parent's position, I wouldn't know what to do either.

I think when you get a boy or girl that has psychopathic tendencies, it takes more that a mother to adjust them, but generally speaking, the parents have been very cooperative.

CHAIRMAN JOHANSON: Do you have resources such as plenty of help in diagnosing those cases and treatment of those cases?

MR. BUTTERFIELD: You mean the psychopathic tendencies? No, there is no psychopathic service at all. The only available psychopathic services we have had is by the court order, and we make some provision for taking them to Los Angeles and

Patton.

CHAIRMAN JOHNSON: Do you have any practicing psychiatrists in the county?

MR. BUTTERFIELD: None that I know of. We have a Sanity Commission here, but those men are M.D.'s who are particularly interested in that particular phase of medicine, but they are not psychiatrists.

We did have prior to the war the services of one of the men from Patton State Hospital. He was in here one day a week, but since that time he went into the Army and has never come back.

For our testing, the Riverside City Schools have assisted us materially in all our mentally defectives, regardless of whetherethey come from the Riverside school area or not. If we have a youngster that needs testing, they are very cooperative and will examine the child and give a report.

MR. RYERSON: Do you have any district which you could say was really blighted, or is the situation about the same whether they come from the outlying area or metropolitan area here?

MR. BUTTERFIELD: I haven't noticed that here around Riverside. Riverside has grown tremendously, but it is not what you ordinarily think of being metropolitan in the sense you have.

Of course, we have our blighted areas in the county, and in the city also, but not the problem that arises from the blighted areas that you have in the large cities. It think our problem is more rural, and it is more on individual cases, rather than group cases that affect one particular neighborhood in one particular way. We have, as I say, blighted areas where you get more children, for instances.

CHAIRMAN JOHNSON: What would those be? We are very much interested in what those blighted areas produce.

MR. BUTTERFIELD: Mr. Bond is here. He can tell you. We have the east side, where we have less opportunities, although that does not hold so much in Riverside; but we get a larger percentage of those children largely because of racial and cultural differences and differences of attitude, differences of opportunity.

We have Casa Blanca, which is another situation similar to that; we get a higher percentage of children out of that area, for instance, than the Magnolia district.

CHAIRMAN JOHNSON: Do you think poverty has something to do with it? Inadequate housing?

MR. BUTTERFIELD: I don't think it is so much economic as most people believe, personally. We have a very bad housing situation and we have gotten a few children out of that area.

CHARIMAN JOHNSON: We are finding the newcomers are making trouble; does that seem to be borne out here?

MR. BUTTERFIELD: No, in fact, our most serious problems are in families we knew over more than a generation.

MR. COVINGTON: In the blighted area, are their facilities restricted insofar as their use of them are concerned?

MR. BUTTERFIELD: No, the east side of Riverside has fairly good facilities. They have improved a great deal, but some of these areas have none and it isn't a question of restriction. It is a question of just not having any.

SUPERVISOR WEIRICH: Of course, you don't get all these people on parole because of poverty. We hear a good deal about stolen cars and that sort of thing. Kids want a car and can't get one. The press reports show stolen cars happening in families fairly frequently.

MR. BUTTERFIELD: There seems to be three types of cases in stealing cars. One is that the fellow who gets stranded and wants to get someplace; probably hitchhiking to California, or wants to go to Los Angeles or Corona, or some other place. He gets disgusted and walks along the street and sees some car in which a citizen has left the keys.

There is the boy that steals the car just for the thrill of it. He comes from any type of home and that isn't limited to any economic group.

Then you get once in a while a boy who has a very strong desire to own an automobile and there is no way he can earn enough money to get the car because what he earns has to be put back in the home, and he is the one that drives the car without the owner's consent. He tries to fix it over and maintain it, which is truly a car theft.

The last type, of which you get very, very few, is the boy who does it for a thrill. We had one boy who came from one of the best families in Riverside. We know of twenty-one different cars he drove, and he just drives them for a few hours and then leaves them someplace, usually within a block from where he started. Generally he just wants to know how a "Cad" drives, or how a Buick drove, and he was interested in whether or not the top went up and down on the convertibles by hand or automatically.

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Supervisor Weirich pointed out the juvenile situation further, asking Mr. Butterfield to further explain the situation in Riverside county.

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MR. BUTTERFIELD: I am very proud of Riverside County, as a matter of fact, because we are one of the very few counties that have moved ahead and have taken all youngsters out of jail.

Some have made some effort to do so, but we have no one going through juvenile court in the county jail, or held there at all. They are not booked at the County jail. They are taken directly to juvenile hall. The only time a boy or girl under eighteen years of age goes through juvenile court from the county jail is when there is something very unusual; for instnace, if they are charged with murder, or something like that, where it may be difficult for us to keep them.

Even the Federal prisoners who are held here for a few days; we hold them in juvenile hall. We don't do that so much because we want to, but it would disrupt the operations of the jail because there are no facilities up there now.

In addition to that, the law has provided that children should be segregated; and that the purely unfortunate child should not be placed with the juvenile delinquents. We did that at one time and during the tremendous grouwth during the war it was necessary to stop. In 1939 we had plans drawn to make an addition to juvenile hall which would meet some of the situations, but with the war coming on, we were stymied and then we had to change our perspective considerably because of the number of youngsters we had in juvenile hall.

We are now in the process of building a fine building for the dependents and unfortunate children, and all of those will be entirely segregated from the others.

CHAIRMAN JOHNSON: You mean a separate building?

MR. BUTTERFIELD: Separate building entirely, and under the same administration as juvenile hall, but the staff will be separate. These children go to public school. They do not go to our juvenile hall school. They go down about a half-block to school, and there is a full-time nurse there that makes examinations and takes care of the childredn. We no longer have persons sleeping in the dormitory with them. I feel we are off to a good start.

CHAIRMAN JOHNSON: I think you are to be congratulated on that plan.

MR. BUTTERFIELD: The Board of Supervisors are the ones to be congratulated. They are the ones who have gone along with us.

In the last three years we have bought three hundred and twenty acres of land eleven miles from Banning; it is actually six miles from Cabazon, but if you go out that way it is a rough road.

We have this camp established. We started out with two boys on May 12th in the facilities that were available there at the time. It was a guest house where we slept the boys and had a little shack in the back where we cooked on a cook-stove and ate outside. With those two youngsters we built up to twelve boys there and we have added one or two now and then, and we have put in a thousand feet of pipe, three or four inch pipe, to bring water down to the camp. We built a building with a little over thirty-five hundred square feet in it. It is a dormitory for forty boys, kitchen and dining room. The electircity has been brought in by the power company. We have an electric stove and everything. We were fortunate in getting a Navy stove. I don't want to be quoted on it, but I was told by the Navy people the stove cost twelve hundred, but it cost us just six dollars and a half.

Now we are ready to start expanding, because our dormitory is not quite complete, but it is to the extent where we can care for twenty boys. This is for boys of sixteen and seventeen, eighteen, and we can take some fifteen year olds.

We have half-time school and half-time work projects. These are wooden buildings which the fire marshall is very disturbed that we put in for a dormitory, but we eventually expect to use it for a school building. It has good cross lighting and we will build our dormitory separately of cement blocks. The county is making their own with prisoners, and we expect to get them hauled up there to build the dormitory.

CHAIRMAN JOHNSON: Is there some State aid for this program?

MR. BUTTERFIELD: Yes, there is fifty dollars a month maximum aid, which is not sufficient. I think when the law was passed the Youth Authority and the Department of Finance, Mr. Dean, made a survey of the cost of camps and found their average cost was ninety-three dollars a month per boy. Then the maximum was set at fifty dollars a month per boy, and since that time the cost of food and clothing has gone up, and I think the average cost for the camps now that have been in operation for some length of time; of course, ours is a new one with a small number of boys yet and a large staff, with all the attendant expenses.

CHAIRMAN JOHNSON: Initial expenses?

MR. BUTTERFIELD: Yes, but where the camp has been in operation for sometime, it is now in excess of a hundred and twenty-five a month; something around that. At a meeting in Sacramento on September 18th, it was suggested by the probation officer there who were operating camps, that the subsidy by increased to a minimum of seventy-five dollars a month. Mr. Holton said he would support it and we felt the Supervisor's Association would be the ones to initiate that in the original bill.

CHAIRMAN JOHNSON: How do you select the boys to go there? On what basis?

MR. BUTTERFIELD: Yes a boy, of course must be eligible for commitment to the California Youth Authority to be eligible for the subsidey, and that would eliminate certain boys that would be placed up there under Subdivision a, b, and c of the Welfare and Institutions Code, or those that had any diseases.

So that sets it within a certain pattern. In order to get boys that are fitted for that program; if the Deputy Probation Officer has a boy he feels should go there, he takes it with myself and the superintendent, and if we agree, then we recommend it to the court. If the court agrees, he is commited. But if he gets into court, and the court feels he has a boy that should go there and he hasn't been recommended, he continues the case and then on Friday, the juvenile court day, the Superintendent, the Judge and myself try to have lunch together on Friday and we discuss those cases. So far we have been very fortunate.

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Mr. Robert L. Bond, Community Settlement Association was then introduced to the Commission.

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CHAIRMAN JOHNSON: Do you have any comments to make from your observations on what you consider something of the causes of delinquency with the minority groups?

MR. BOND: We have to look at the factors there, because a great number of the people are migratory workers. That means they have to leave the community sometimes for three, four or five months. In the case of Mexicans it is sometimes hard because Spanish is spoken in the homes. Some of the children come back late to school after the summer harvests, and they do miss part of school. They have difficulty in school, and are usually behind a grade.

In fact, there are not only those factors, but many of the children drop out of school after the ninth grade to go to work. The family needs their income. Many of them are not consistent workers; the boys know they don't go to work every day, and for boys sixteen and seventeen, working two or three times a week, on the other days in which they do not work is the time in which they just have nothing to do but loaf around and I think psychologically it is very bad; and oftentimes they get into trouble because of that.

I might also say that under the school problem, there are perple here more expert than I am, but boys tell me there are comparatively few Mexican boys and girls that go to high school, which also increases the economic factor because they are not trained for jobs fully enough.

Then too, they are not always accepted by the Anglo-

American boys and girls. It may be they are older, I don't know, but it is the point they don't feel they are acceptable.

I have here a housing survey which was made by the Riverside council of Church Women. They asked me to help them make a survey of the Housing conditions on the east side, and more specifically, of the neighborhood in which we work. It is not a survey of the entire east side. It is a housing survey of approximately sixty percent of the houses within the area in which the Mexicans, Americans and Negroes live. Do you want me to read it or give you a copy?

CHAIRMAN JOHNSON: Could you give us the highlights and then leave a copy?

MR. BOND: Yes. In this survey there were three hundred and twenty-seven houses surveyed in this area I mentioned, which I believe was about sixty percent of the houses; making the survey with fifty women, which represented twelve different churches in the community.

They found that the actual number of people to each house ran from one to thirteen; with an average of four point eight persons to a household.

I do not feel that the weekly income average which they arrived at is accurate. It was twenty-five dollars and fifty cents per week. That is particularly with migratory workers. It is practically impossible for them to say what is the average weekly wage over a period of fifty-two weeks because they don't work the entire period.

CHAIRMAN JOHNSON: Do you think it would be more?

MR. BOND: I think in some cases it would be more. I believe the family income would be more. This was just for the heads of families. We found that roughly one-third of the members of families living in Riverside came to Riverside since 1940; and I am also curious to know from Mr. McIntyre-- I think some of the people were reluctant to admit receiving aid. We have only ten families out of three hundred and twenty-seven who said they received direct aid.

Twenty six families received a pension of some kind. Of the families questioned, over a third wanted to move at the present time, primarily due to overcrowded conditions and also due to the poor housing situation.

I think it is interesting that the overwhelming majority of those that wanted to move wanted to pay more money for the house.

On the east side there have been approximately no new houses since the war. I think you can count the number of new houses on both hands. However, there has been a large influx in population in the last few months, and those who have recently gotten married have no place to move to.

I spoke to real estate agents this week, and they told me there was no place he knew of to rent, but there were houses for sale, although they were above the income of the people. We found very serious problems.

I know personally of children mentally disturbed because they have lived in overcrowded conditions. Two families living in a single room during the war dnd the problems it produces has particularly disturbed this child. We have other families of seven, including an adult and children, sleeping in the same room. We have four children sleeping in the same bed.

One-third of the houses had rats, mice or vermin in the area.

CHAIRMAN JOHNSON: How many did you say?

MR. BOND: One-third. We believe that is a problem of the entire city, and actually a health, fire and social hazard to the entire city.

A hundred and eighty-five of the houses were rented, the rest were owned. The rents ranged from six dollars to forty dollars a month, and the average was sixteen dollars and eleven cents.

I know of one woman who owned some houses there in this particular group; six families were sharing it, and when I was there, I think four of the houses in one group had one toilet, and it was broken. There were a lot of rats and vermin. She told me she just couldn't afford to repair it. The income was so low she couldn't afford the plumbing repair, and I think from the economic standpoint, she was right too.

One third of the housing was re-surveyed. Approximately one-third of the families had outside flushing toilets, and of these, one half were shared by two or three more families.

We also found privies in the city which were shared by more than one family. One out of ten did not have any running water.

Those are facts we discovered.

CHAIRMAN JOHNSON: When was this survey made?

MR. BOND: This survey was started in June and the final tabulations were made in September.

CHAIRMAN JOHNSON: Of this year?

MR. BOND: Yes.

MR. COVINGTON: I asked the question before about housing; as to whether the new housing, strictly FHA, should be out of the income level of this group, or whether you have a housing project to which persons of the low income group would be eligible providing such a one was available, whether public housing or private?

MR. BOND: As I understand it, there are two hundred and seventy-five permanent public houses in the public housing project, which is that Canyon Crest, and the others--I believe the Board of Supervisors know--the others are temporary houses. They are public housing projects. Atleast, the permanent one is, and not for low-rent housing. It starts, I believe, at thirty-five dollars a month.

CHAIRMAN JOHNSON: Can you throw any light on that?

SUPERVISOR WEIRICH: The housing facilities are short; that's about all I can say. As he said, the project on Canyon Street, the unit demands far above what they can pay.

MR. RYERSON: I wonder if you know anything about the rate of delinquency there as compared to the other sections of the community?

MR. BOND: I have spoken to the Assistant Principal of the Junior High School and he tells me he has Mexicans, Americans and Negroes; and he also told me that the children of Mexican descnet were called to his attention for misbehavior eight times asoften as the Anglo children. That is proportionately, and I believe they do have a higher rate of delinquency, although it is interesting, according to Mr. Butterfield's report, while the delinquency of Anglo children has increased, the delinquency of Mexican children has declined.

SUPERVISOR HILL: In fact, there has been no organized effort to provide housing for people in those areas and the housing provided in these other areas have been reserved mostly for veterans. There has been no effort to provide housing for this low-income group in Riverside County.

MR. COVINGTON: Your group is privately supported agency?

MR. BOND: Yes, the community chest helps us. There is also a recreation center too, which is sponsored by the recreation department of the County of Riverside.

MR. COVINGTON: Are Spanish speaking facilities provided?

MR. BOND: We have spanish people there, yes.

MR. COVINGTON: Does that apply to the schools as well?

MR. BOND: There is in the case of Casa Blanca one Spanish speaking teacher. Unfortunately, very few of the Spanish speaking people in our community are quallified to have such a speaking job.

CHAIRMAN JOHNSON: Have you any suggestions as to how to deal with the situation? Speaking now of the problems of the children, really, as the result of getting into difficulty and the fact they are called to the attention of authorities oftener and so on?

MR. BOND: Well, I think that it is interesting that there are two public schools who send their children to this particular Junior High School. One school sonsists entirely of Mexicans, Americans and Negroes. The other consists primarily of Anglo children, with some Mexican and Negro.

The children from the first group, that are almost completely Mexican and Negroes, they don't really meet discrimination until they reach high school. The children at the other school apparently get adjusted to it early.

The assistant Principal bore me out when I asked him if it wasn't rrue children from the first school had a much higher delinquency rate in the Junior High School than the other group. He said it was true.

In other words, the children in the school in our locality, I think they meet discrimination for the first time and I think it is hard for them to accept it. I thibk that is just one aspect of it, but I believe that there is this feeling that the children in our neighborhood also, while it is true many of them can't afford to go to school, they don't feel when they do graduate that ehey are able to be anything but an orange picker. There is a defeatism there which we are, of course, trying to counteract; that is worthwhile for them to become skilled and get good jobs.

MR. COVINGTON: Does the school receive its mixed population by reason of the fact it is a certain area, or district, or that it is on a selected basis, that all Negroes and Mexicans have been selected for that school?

MR. BOND: I will have to have someone from the school answer that question. It is true that in that neighborhood there are Mexicans and Negro children exclusively, although the schools are very close together; one school in which almost all are almost entirely Anglo children. I don't know whether that is by accident or not.

CHAIRMAN JOHNSON: You have mentioned Mexican-Americans. Have many of those come in since the war?

MR. BOND: I wasn't here before the war, so I don't feel competent to answer. However, from my own observation, there has been a comparatively large group move in since the war, although I don't know that it is a disproportionate group that came in during the war to work. They did come in to work in war industries located in Riverside County.

CHAIRMAN JOHNSON: Is the same true regarding the Negroes?

MR. BOND: To some extent, yes. There is no special problem with that group. The Negro children, as children seem to be more aggressive than the Mexican-American children, although the end results are interesting. When they do grow up they lose some of this aggressiveness; and I imagine it is a resentment against discrimination. They had a much lower delinquency rate than the Mexican-American adolescents, who as children were much more submissive.

CHAIRMAN JOHNSON: Do you feel the need for any sort of clinical facilities for your children, or do you think it could be accomplished by the correction of some of these economic problems; overcrowding and discrimination? Would that be a more fundamental approach?

MR. BOND: I think both are necessary. I think the Community Council of Riverside is trying, or is actually studying the possibility of having a family and child welfare bureau here and have it developed by a consulting psychiatrist. Now, some of our children do need that help. We also need a legal aid, but a lot of the people who need the attention cannot afford to get it.

It has not been argued in that respect.

SUPERVISOR HILL: They need better clothes and need better food and they need more jobs. You can't expect children to go to school with threadbare clothes and feet on the ground. You can't expect them to go without breakfast.

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SENATOR NELSON DISWORTH thereupon came forward and was introduced to the Commission.

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SENATOR DILWORTH: I didn't come in for the purpose of making any address or talk on this matter. I have had no administrative experience in the matter of dealing with delinquency and crime, and what information I have has been acquired through listening to other people and I very much appreciate your coming to Riverside County.

I think it is a county that has done a great deal in the past to assist in these problems and we appreciate having you here and your interest and realize the need of the study you are making and I am sure it will be greatly valued by the Legislature, principally regarding crime anddelinquency, because that is primarily a moral and spiritual problem and there is a good deal of consideration to be given to the surroundings in which pople find themselves, and that is a point we can do much about.

But a great deal of our effort will be wasted and useless unless there is a proper moral and spiritual attitude with the people concerned, because if we want people to improve, there must be a good moral and spiritual growth and attitude on their part.

I feel that delinquency is not restricted to any one economic sphere. It is more apparent among the poor. It is more apparent because they can do the least about it, but certainly there is plenty of delinquency among the wealthy people. We read about it in the newspapers, but ther are financially able to carry their own responsibilities, and it does not become a charge on the county. I think there is a field in there for a great deal of constructive work, but don't pure dollars and cents isn't the answer. It has to be community sentiment, community concern about these matters, and as I say, I'm sorry my day is so closely taken up today that I can't be here very long, but I appreciate your coming here and ther work you are doing. I think it will be very helpful and constructive and make for progress in this state. Thank you.

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Mr. William O. Mackey, District Attorney of Riverside County, was thereupon called forward and introduced to the Commission.

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CHAIRMAN JOHNSON: Following up what Senator Dilworth has said about the need of communities having a sense of responsibility and setting the tone of observance of the law and so on. We have in Los Angeles county the used car racket and some other kinds of business which are evasions of the law and are pretty sharp practices. Do you have any such practices in Riverside County?

MR. MACKEY: We have some but they aren't brought out from under cover.

CHAIRMAN JOHNSON: They seem to be universal.

MR. MACKEY: They haven't developed to such an extent they have come into court, but we do have an occasional problem of that sort that is brought to our attention.

CHAIRMAN JOHNSON: It seems to me that does relate to this whole matter or respect of the law, and it is the little fellow who sees some one getting away with it and it kind of confuses him. Do you have a Better Business Bureau here?

MR. MACKEY: Not that I know of.

MR. COVINGTON: I might ask the usual question; whether alcoholism is continuing upward and what processing is done here?

MR. MACKEY: Practically every crime is related to in some way alcohol. About ninety percent of them, in fact. In other words, in viewing crime, it seems that alcohol is always involved somewhere along the line, and lots and lots of our ceses, the defendants claim they were so far under the influence of intoxicating liquor at the time the crime was committed they didn't know anything about it. It seems inconceivable to me, but I understand such a condition can exist.

It may, however, be a way to do away with the intent which is necessary in crime, to cause the judge or jury to feel there was no intent to commit the crime, and therefore, no crime.

So whether or not it is a defense worked out by the defendants, it is hard to tell, but as I say, about ninety percent of crime involves intoxicating liquor somewhere along the line.

MR. RYERSON: On this problem of alcohol, do you get a little more ot that in these outlying areas?

MR. MACKEY: I'd say it was general throughout the county.

SHERIFF RAYBURN: We figure everybody is arrested and put in jail, regardless of what it is for, or who they are; it doesn't make any difference. They all go through that jail, outside of juveniles.

MR. FITZHARRIS: When you arrest somefor a petty crime which will have a county jail sentence and it is pretty clearly established he is a habitual alcoholic, is there any difference in his treatment in this county than if they were not an ancoholic?

In other words, is there any attempt made to treat him as a sick person, rather than as a criminal?

MR. MACKEY: I have been informed by the doctors at the state hospotal that the treatment for alcoholism is regular meals, regular work and regular hours of rest, and I have been informed that our industrial road camp is as good a place for treatment of alcoholics as the state hospital. It seems to me that the industrial road camp would be a good treatment for alcoholism, and it would be effective unless a person was so eaten up with alcohol that he was physically sick. From there on it depends upon the person's willpower to refrain from alcohol.

When he goes to a state hospital, the same is true.

MR. FITZHARRIS: There has been a school of thought developed in recent years that the alcoholic has come to the point where he is kind of powerless to control his use of alcohol, and that some treatment more of a medical nature rather than criminal would have better effect.

I think that is being tried out in some of our jurisdictions and is yet to be proven, but they are thinking along those lines, I wondered if you had gone ahead with any kind of a project along those lines.

MR. MACKEY: No, we haven't.

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Sheriff Carl F. Rayburn, Conty of Riverside, thereupon came forward and was introduced to the Commission.

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CHAIRMAN JOHNSON: Will you tell briefly what your procedure is in Riverside County; do you make a record of all arrests; do you fingerprint everyone?

SHERIFF RAYBURN: We make a complete record as near as possible of that man; his background, place of birth and all of that. He is fingerprinted, photographed and a copy is sent to the FBI at Sacramento and Washington. That includes everyone except juveniles. We do not fingerprint juveniles and send them to the bureau unless it is an extreme case.

CHAIRMAN JOHNSON: That would include traffice offenders as well as other minor offenders?

SHERIFF RAYBURN: It doesn't make any difference; if they go in that jail the record is made. We find this, that we pick up a great many for minor offenses when they are fingerprinted and the bureau gets them in Washington and they find that someone wants them for a series of offenses. In this county we are on the main foads in from the East and we catch an awful lot of that population from the east, and we may only pick them up for a misdemeanor, but someone in the east may want them for a series of other offenses.

CHAIRMAN JOHNSON: How many other counties follow that same procedure of fingerprinting and checking:

SHERIFF RAYBURN: Well, the majority of them in the State of California follow that now. Some of them do not fingerprint misdeameanors, but we fingerprint everyone.

CHAIRMAN JOHNSON: Does San Diego County fingerprint them?

SHERIFF RAYBURN: I wouldn't say whether they do or not.

MR. FITZHARRIS: After a man ia arrested and fingerprinted perhaps goes through the process of the courts; do you keep a record of that here inyour own bureau of identification?

SHERIFF RAYBURN, Yes, we furnigh the mechanics of that case. We notify Washington and Sacramento as to the disposition of the case; whatever the disposition of the courst are.

MR. FITZHARRIS: Do you have a state bureau, or a bureau here that keeps files of the records here for you; in other words, so you will have a complete record of the disposal of the cases?

SHERIFF RAYBURN: Yes, We do that

MR. FITZHARRIS: As they go through the various processes and what happens?

SHERIFF RAYBURN: I think we have one of the most complete records in the State of California.

CHAIRMAN JOHNSON: So that if a person looked at the figures, compared to others, you might have a larger volume because of your thorough record keeping?

SHERIFF RAYBURN: I think you will find that is true. I think you will find that in true in the adult as well as the juvenile cases, that in this county the juvenile bureau keeps a better record than the average county; therefore, their figures show up higher.

CHAIRMAN JOHNSON: That was the question we are very interested in getting some information about. Thank you very much.

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Supervisor Hill brought attention to the fact that at present not very much protection was afforded the samll unincorporated areas. He said there were seventy-two hundred square miles in Riverside County, and that to afford complete protection to all areas was a hard job for the Sheriff to do. Supervisor Weirich felt that Sheriff Rayburn could express some ideas on the subject and also as to the question of the expense the Board of Supervisors had to face with such a problem. Supervisor Pittman pointed out the smaller unincorporated communities were constantly demanding more service, and to do so would increase the tax rate.

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SHERIFF RAYBURN: We do have a very big problem in this County, owing to the size of it. The length of it, as realize, we go from Arizona on the Colorado River at Blyther, through the desert area, which is growing fast; and you take the Coachella Valley, within the next year will a great deal more than double its population. Those new laterals of the All American Canal will bring about that increase. It is a great problem to a county like this, because there is an awful area that will never be incorporated and have their own police department. They will not have their own law enforcement agencies.

That brings in a bad class in juveniles, as well as adults going into the vegetable work. It brings in a transient population. They are here today, up in the San Joaquin valley tomorrow and back and forth up and down the State.

No, that's definitely a State problem, in my opinion, to assist counties like that in taking care of them, because they are not a permanent resident in this county. They are that floating population. In my opinion, the county should not be taxed solely to take care of those people, because they are definitely a State problem.

They are even a national problem, because they go over to

Arizona and back and forth.

We also have in this county an awful building program; a lot of them coming into the unincorporated areas and building their homes where there was nothing but sagebrush two years ago. You can find settlements of fifty or sixty people, little settlements scattered all over. They are definitely a problem when it comes to policing.

MR. RYERSON: Has anyone made a study in any county of the comparative costs of policing an area like that as compared to more settled populations?

SHERIFF RAYBURN: I never saw any figures on that, but I can tell you, we have areas--like we have an area from Palm Springs, wich is incorporated, the city of Palm Springs, but there are more buildings out in the unincorporated area around the city than in the city. Twenty miles over on the other side is Desert Hot Springs with a population of around three thousand, no police protection. Our closest substation is in Banning. That whole area from Indio to Banning has become built up practically solid. Now, it's a police problem.

The Sheriff's office in times past has not been considered the policing agency in a true sense of the word. They handle major crimes and such as that, but now your rural populations are getting more and more troublesome.

Its just like on the other side of town here. There are quite a number of merchandise stores, grocery stores and other establishments such as that. They have to have police protection. In the city your policeman on the beat looks after those stores and sees they are not burglarized. We haven't those facilities to give them that protection.

CHAIRMAN JOHNSON: What is your suggestion? Do you think some state assistance to the county is necessary, or some state agency should give assistance to the county in this law enforcement problem? Do you feel that is indicated?

SHERIFF RAYBURN: This is my opinion of it. They are subsidizing everything but that.

MR. FITZHARRIS: Do you think the State Bilice would be helpful in this problem here?

SHERIFF RAYBURN: I don't think that the State Police is the solution to the problem by any sort of imagination. Where it has been tried out, it hasn't worked satisfactorily. You are getting centralized State control then; and the first thing you know you are going to work into a national police system, if that's what you want to call it. You are getting into a police state when you start to work into that.

CHAIRMAN JOHNSON: But there would be ways of utilizing some State aid with your local people controlling it?

SHERIFF RAYBURN: Oh yes, but I believe your city control of police should be within the city and county control of police should remain withing the county and not within the state or Federal Government.

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Mrs. Wallace Tate, president of the Riverside Council, Parent Teacher's Association, thereupon came forward and was introduced to the Commission.

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CHAIRMAN JOHNSON: We are very anxious to talk to you about some of these problems that you see from a somewhat different angle. No doubt through your association you are familiar with the parents who participate in these activities, you know that the schools have to offer; and we would be interested in having your comments on this problem and any suggestions you have as to what are some of the needs, what are some of the things you have here that are better, both the assets and liabilities that you might point out to us.

MRS. TATE: Well, I feel that Riverside, the city itself, has quite a few facilities that our outlying districts, of course, do not have. Of course, we still try and have for several years since the Youth Authority was here, to have an overall county recreational program, of which the need is more in the more rural areas, and in that way, these youngsters that don't have enough to do with their spare time can have something to fill out that time.

CHAIRMAN JOHNSON: Do I understand that the Board of Supervisors has appropriated some fifteen thousand dollars for this recreational program?

SUPERVISOR PITTMAN: That's correct, and we are looking for some proper way to spend it.

SUPERVISOR WEIRECH: Some of the recreation people are tell us that we would have a director, the most essential thing to a recreational program. But if we do that, we find it is going to cost us five or six thousand for the director and then two or three more for an automobile, travel expenses and a girl. We are going to eat up ten thousand of that fifteen thousand before we do anything.

The other side of the picture is, can't we put it in the community and let the community spend it? In other words, divide it up and have it placed here with not too much of a limitation and without a director.

The Board does not feel that it should build up another bureau here. We are going to have fifteen thousand this year twenty-five next year and sixty thousand in five years. We do want to get a recreational program that will do some good. We are trying to work it out and maybe you people can help us.

MRS. TATE: Of course, I think we are right in the middle of having adequate school buildings and facilities with all of your schools, both city and county, which could be used. I think the recreational facilities could be used. I think perhaps the time has come when we should use our schools to a greater extent, furnish better facilities in the schools so that they may be used for a greater length of time during the day; perhaps a twenty-four hour period, you might say.

CHAIRMAN JOHNSON: That would call for adequate supervision, of course.

MRS. TATE: Yes, that would call for adequate supervision.

Of course, you couldn't expect your teachers to do that after school, but it is something that will cost money. I know that. But I'd much rather prevent than to have to spend the money afterwards to correct.

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Mrs. Tate pointed out that she believes the work done by the Probation Department had been well done, that the road camp established near Banning had worked out very well, but that more work should be done on preventive measures.

Chairman Johnson asked whether or not the county should provide aid to the city in setting up a recreational program or whether the county should sut up a county-wide program. Mrs. Tate thought it would have to be county-wide in order to reach the outlying areas, but that the cities in mose cases could take care of themselves.

Mrs. Tate commented on the work of the Parent Teacher's Association in Riverside county, pointing out they have been very active throughout the city and county, but that many problems remain to be worked on.

Mrs. Tate said that the PTA was endeavoring to study such problems as might be contributing factors in juvenile delinquency; such as types of radio programs appearing before the hour of rest for children, investigating bad traffic corners, a better safety program, and comic books. Mrs. Tate pointed out a considerable headway had been made with undesirable comic books by arrangement with dealers, but that the city had no ordinance with regard to the matter.

Chairman Johnson read a letter receivedfrom Mayor C. R. Miller of Corona, regretting his inability to be present at the meeting of the Commission, but asking that some concerted effort be made to have the County Supervisors adopt an ordinance banning certain comic books. The letter pointed out that some cities had such ordinances, but that it was his thoght the matter could be better handled from the county level.

Chairman Johnson asked Mrs. Tate whether or not such a procedure would take care of the matter. Mrs. Tate said it might be helpful if the ordinance were policed, but that there were many ordinances in effect towhich no attention was paid. Supervisor Hill and Weirich spoke of the difficulty of watching such matters, and the procedure presently following in Riverside.

Mrs. Tate felt that the children today have more complex problems to meet than when she was growing up; including outside influences, and such other matters. Mrs. Tate felt that proper recreation and entertainment for their spare time would do much to solve the problem.

Chairman Johnson then summarized the comments made thus far during the meeting, and invited any other interested person to come forward and make any further comments they wished. Mr. P. H. Cunningham, Chief of Police, Indio, thereupon came forward and introduced himself to the Commission.

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MR. CUNNINGHAM: Mr. Weirich said something about the recreation program a while ago. I think the Board of Supervisors has probably heard something on this before.

Down in the Coachella Valley there was a recreation program outlined and incorporated, a non-profit organization formed called the Coachella Valley Sports League.

That Coachella Valley Sports League takes in all types of sports, not baseball, not football alone, but all of them; and it is open to the youths and adults of the entire valley. So far they have been self sustaining and having no time getting by.

They had somewhere around three hundred youngsters playing softball through the summer and we are working on football schedules for this fall. It is taking up the job of furnishing recreation for the participants, but also provides a diversion and a recreation for the spectators.

I would say there were four ballparks in operation during the summer in Coachella Valley four nights a week, and there were four or five hundred spectators at each one of those, besides the teams participating. They had a regular league, and there wer ~~x~~six, seven or eight leagues of eight teams each, with fifteen players, or an average of fifteen players carried with each team. You can see the softball program alone throughout the summer gave all the youth of Coachella Valley something to do to occupy their time and I know from my own experience; I live in the City of Indio, there was definitely less mischief and trouble the young people got into.

However, that program is a wonderful thing. It was started a year ago. Mr. Weirich spoke of fifteen thousand for recreational purposes. In our case, in the league we have formed down there, we have a Board of Directors that run the thing and I am a member of that Board of Directors.

We have hired a director to oversee the whole thing, a paid director. However, it is almost impossible to keep it going on the scale it is going without some sort of assistance and if there is assistance from the county, I think an organization of this sort can well use it.

SUPERVISOR WEIRICH: I would like to pose a question on that matter. Mr. Cunningham, in your experience down there in the valley, you have found it is absolutely essential that a director be employed? In other words, say you divide the county up into four or five spots and put that into the hands of a local squad of some kind, whether it is your recreational committee or whether it is the school board; but in any case, do you have to have a director? That is what we are getting at.

MR. CUNNINGHAM: I don't feel a director would bo of great benefit on a county-wide proposition. However, each community would have their own particular group or organization, some money being raised by contribution with membership cards to this sports league when they contribute to the cause. We raise other funds from football games, for instance. We have a big football game down there on Armistice day, for instance, and another on Thanksgiving Day. We have probably four thousand spectators to that, and I think the charge for the admission is one dollar. In that way we will be able to pay off for over two thousand dollar's worth of football equipment we have gone in debt for.

CHAIRMAN JOHNSON: Mr. Cunningham, would you mind saying how much your director costs you?

MR. CUNNINGHAM: We are paying the director three hundred dollars a month.

CHAIRMAN JOHNSON: If you were able to get a salaried director, could you get the money to pay the rest of your expenses?

MR. CUNNINGHAM: Yes, I think so. The paid director is the thing that has to be taken care of. Some of the sports events can more than carry themselves.

For instance, in football and softball more than pay for themselves, and help to carry along other sports. Of course, with some of the sports, there is no possible way for any revenue sources, but some of the more attractive sports carry the others.

I think with the sports director itself, if that expense were taken care of for that community, the rest of it could carry itself.

SUPERVISOR HILL: But if we had a county-wide director, we would have at least thirty communities in the county that need direction, and he could then give you about one day a month. Your needs require a director there all the time, so would you rather have assistance in hiring your local director rather than have the money spent on a county-wide director?

MR. CUNNINGHAM: So far as we are concerned, we need the director, because we have particular problems of valley-wide concern. This sport's league is not necessarily Indio or Coachella, but it takes in the entire Coachella Valley from Palm Springs down to the Imperial County line and out to Desert Center, if they wish to come in from that spot. It is strictly a local problem and there is a lot of interest in it; a lot of people put in their own time to do it because they realize how much they are getting out of it; how much the entire calley is getting out of it.

As I stated, it is a non-profit oorporation. There are twenty-five members on the Board of Directors, and then the executive board. The only paid member is the sport's director. He is a man hired for ability and not necessarily with organizing ability at all.

SUPERVISOR WEIRICH: You feel the organization could not survive at all without the director to organize the programs?

MR. CUNNINGHAM: There are just too many things to be done. In this softball league, we had seven or eight leagues playing, some of them twice a week, some of them even three times a week. There is the work of scheduling those games;

getting officials for those games, umpires, arrangements for ground keeping and so forth. It is a little more than you can ask for volunteer help on. Those things are the definite responsibility of this director.

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Further general discussion ensued as to the Coachella Valley Sport's League, with Supervisors Hill, Weirich and Mr. Cunningham participating. Supervisor Weirich asked Mr. Cunningham to write the Board a letter outlining exactly how the League is handled and how the county could participate.

Mr. Frank Gibson, County Physical Education Supervisor Riverside County, thereupon came forward and was introduced to the Commission. He spoke further on the recreation problem in the county, and that he believed a recreation setup could be developed on the county-wide basis similar to the plan Mr. Cunningham had introduced.

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MR. GIBSON: It seems to me that a district such as Mr. Cunningham is talking about, and helping them, he is in an area of the county where he sees a need fro financial aid. If we do it in that manner, we are going to defeat the purpose of a long-range program for recreation in Riverside County. It seems very necessary to me to look at if from the standpoint of utilizing all our facilities and utilizing them in a manner that will help on your juvenile delinquency, which is, of course, just one phase of the recreation picture.

CHAIRMAN JOHNSON: Did I understand that your first step would be setting up a recreation commission?

MR. GIBSON: Yes. That would be an unpaid organization.

CHAIRMAN JOHNSON: And sponsored by the Board of Supervisors?

MR. GIBSON: Yes. Now, if you will allow me to say this thing; Mr. Weirich made a very good suggestion. He made the suggestion this committee of wide experience would be doing this job and making a recommendation to the Board of Supervisors in line with what other counties are doing and what their experience has been.

SUPERVISOR PITTMAN: Far be it form me to discourage the creation of your commission, but here are some things that I have to get off my chest at this particular moment.

We have the responsibility as the Board of Supervisors not only to the people, but to the taxpayers of the county. We have a general representative of the taxpayer's association at my right. I had a privilege of attending a panel discussion of the State Supervisor's Association in San Diego.

I want to call your attention to one thing, and I amy not have these figures quite right, and I don't want you to put these figures down as correct, because they are not absolutely correct; but Kern County's experience was in setting up of a recreational program, the cost was eight thousand dollars the first year--or half the year. The cost was sixteen thousand for the next half-year. Thirty-two thousand for the next year, and forty-two or forty-eight thousand for the next year. That is the present year.

Forty-six percent of that amount was spent for administration. Now, that is the dilemma we are in as supervisors of Riverside County; as to how we can best and economically inaugurate a program that will reach to the level we are trying to reach with the amount of funds we have got, because we all realize that fifteen thousand will not pay for a director, his assistant director, and stenographer; and all the equipment necessary to go around.

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Supervisor Pittman further discussed this subject of a county wide recreation program.

Chairman Johnson further summarized the comments and points brought forward in th e morning discussion, and then adjourned the meeting at twelve o'clock, noon, to be reconvened at one-forty-five o'clock, p.m.

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THURSDAY, OCTOBER 7, 1948, 1:45 O'CLOCK, P. M.

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CHAIRMAN JOHNSON: The meeting will please come to order. We would like to proceed with our afternoon meeting. I believe Doctor Westphal, County Medical Officer is present. Would you be willing to come up and confer with us?

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Dr. Robert S. Westphal thereupon came forward and was introduced to the Commission.

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DR. WESTPHAL: I haven't been here very long. What we are trying to do right now is to re-organize and give better service. We are going about that by means of a decentralization process.

For example, we have an orthopedic clinic here in Riverside. That means people from the other end of the County have to come to Riverside, and a lot of them don't have the transportation.

So, what we were doing in the past, we have had five health centers, and within a month or six weeks, we will have four more, and we hope we will have enough. We have a large enough sanitarian staff now, but we are still short of nurses, but when we get them all and in the offices in the area where they work, then they won't lose time coming to work, and we will eventually set up clinics we planned.

CHAIRMAN JOHNSON: I understand these five centers are in cooperation with incorporated cities, are they not?

DR. WESTPHAL: Yes. So far we have been able to persuade the cities involved where the borders would be to donate the quarters.

CHAIRMAN JOHNSON: So you take over the usual city health services?

DR. WESTPHAL: We do the health service all over the county, yes.

CHAIRMAN HOHNSON: Are there any other separate county health services available?

DR. WESTPHAL: No.

CHAIRMAN JOHNSON: So you have a unified health service in the county?

DR. WESTPHAL: Yes

CHAIRMAN JOHNSON: Would you want to comment on any special health problems? For example, this morning we had some comment regarding people living in tents and shacks.

DR. WESTPHAL: That is something that we can handle now.

One of our worst difficulties has been with non-indians residing on Indian property. The Indian will give them what we call a "black market lease", which isn't worth the paper it is written on, if it is written, and they can put up any sort of structure they want. There has been some of that all over the county, but I believe that will be taken care of by something that is under consideration now by the Board of Supervisors, which is a Building Code.

We have had correspondence with the Department of the Interior and have a letter from Secretary Krug to the effect that in his opinion, non-Indians residing on Indian lands were the worst difficulty to come under his jurisdiction.

As to State and County Authorities, health authorities in regard to health and sanitation measures. The trouble is that we have it clear up to the top, but it doesn't work locally. In other words, the local agencies don't go along with us. We are in the process of getting the air cleared on that, and I think we are going to get someplace on it, but right now, we don't have it.

Right now we have the housing act, the laws such as the Health and Safety Code we can use, and I think it will be straightened out eventually.

My Worst problem is Palm Springs.

CHAIRMAN JOHNSON: Is that caused by the Indians?

DR. WESTPHAL: Yes, right in the city.

CHAIRMAN JOHNSON: A land situation there?

DR. WESTPHAL: Right in the city, yes. My question is, where are the people going to go if we make them clean up? Thats about where it sits. There is quite a bit of so-called "white trash" there. There are about, we estimate, around fifteen hundred negroes in Palm Springs.

CHAIRMAN JOHNSON: In and around Palm Springs?

DR WESTPHAL: Yes; in other words, in the poorer places on the Indian reservation. You don't want to kick them out.

They have to have a place to live, and yet, you have to have them cleaned up in some way.

CHAIRMAN JOHNSON: Are those persons employed in Palm Springs?

DR. WESTPHAL: They are employed mostly in Palm Springs.

MR. COVINGTON: In personal service?

DR. WESTPHAL: Yes, they need them there.

CHAIRMAN JOHNSON: Are there any other problems with negro settlements?

DR. WESTPHAL: Not any particular problem, no.

CHAIRMAN JOHNSON: Deo you have Riverside under your jurisdiction; the city of Riverside?

DR. WESTPHAL: Yes.

CHAIRMAN JOHNSON: You heard Mr. Bond this morning?

DR. WESTPHAL: No, I didn't. I wasn't here but a few minutes this morning. Mr. Gilmore told me about it.

CHAIRMAN JOHNSON: You know of that situation?

DR. WESTPHAL: Mr. Gilmore told me about it. I sort of wondered about it, especially his comments on rats.

CHAIRMAN JOHNSON: That is what I was going to ask you.

DR. WESTPHAL: A third of the houses were affected by vermin?

CHAIRMAN JOHNSON: Rats and mice.

DR. WESTPHAL: I don't know about that. I wouldn't want to make any comment on that, but my impression would be otherwise, because we have a Rodent Control Officer connected with the Health Department, and from what has been told me by citizens of the community, the rodent control man has been active in the business houses, where they usually find more rats; however, it is a very small problem here.

MR. COVINGTON: Isn't there a type that tend to move, however, directly form an area that may be pretty much blighted, and you may have a concentration that shifts? Isn't that typical? In Los Angeles they go on the power lines.

DR. WESTPHAL: I am not ignoring it.

CHIARMAN JOHNSON: What about sanitary regulations; outside toilets and so forth? There is no requirment that there by any change?

DR. WESTPHAL: All the rugulations of the Health and Safety Conde on that; they allow for outside privies, but we don't promote them.

CHAIRMAN JOHNSON: No, no, of course not. It takes time, probably.

DR. WESTPHAL: Yes, it does. The trouble with some of the areas out in the county; Coachella Valley and in that area, particularly, on the reservation I spoke of, they don't even have a privy. You can see what the problem is. That is, as I say, something we are trying to get straightened out. I think we will eventually.

CHAIRMAN JOHNSON: Do you have any comments to make, Dorctor Westphal, form your observation with relationship of health to some of the activities we call crime and delinquency?

Do you have any observations on that, the connection between them?

DR. WESTPHAL: I have elsewhere, and I suppose the same would hold true here; that anywhere where you have crowds, you have insecurity and emotional problems arise in children, and therefore, juvenile delinquency.

I have seen that in the east where I came from. I haven't been here long enough to tell, but I don't see why it should be any different.

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Supervisor Pittman suggested to Dr. Westphal that he get together with Mr. Bond to work out the problem on the East Side of Riverside, which was agreed to.

Mrs. Edna Bailey Supervising Attendant and Director of Child Welfare, Riverside City Schools, thereupon came forward and was introduced to the Commission.

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CHAIRMAN JOHNSON: You seem to be a very key person for us to talk to. Would you first wish to make any general statement about the situation as you see it in regard to attendance or truancy; lack of attendance being usually a symptom of some problem and may lead to more serious behavior difficulties. What are your comments as to the extent of truancy and delinquency as you have to deal with it through the public schools?

MRS. BAILEY: Well, right now I don't think our truancy is bad, not as bad as it has been. During the war, of course, we had a lot of truancy because our youngsters felt they had to work.

We had four major army camps around Riverside. There were lots of opportunities to go out and make fabulous salaries and of course, we had youngsters coming to school to do that, but right now, we are better than we have been in a number of years, as far as truancy is concerned. Of course, this is early in the year and they will get tired soon.

There was one statement Mr. Bond made this morning that Mr. Bond said as to whether our schools--about our Negro-Mexican school, whether that was an arbitrary decision or just what it was.

Now the schools in Riverside are not segregated according to race. Boundaries are set and there is hardly a school in town where we do not have either some Mexicans or some Negroes in with the others.

CHAIRMAN JOHNSON: It is a geographical thing then?

MRS. BAILEY: Yes, it is a geographical thing and then as to the policy of the Riverside City Schools about transferring; if people are unhappy, all you have to do is go to the superintendent and present your greivance, and as a result it is granted, or at least an investigation is made and so most people are happy about it.

CHAIRMAN JOHNSON: In addition to being Supervisor of Attendance, you mentioned you were Director of the Guidance Program. Would you explain to us what is included in that?

MRS. BAILEY: I would be very glad to. I think Riverside is quite proud of what we have done because of the efforts of the Junior Aides, which is a woman's organization here in Riverside, and they have this as one of their projects.

A number of years ago they came to the Superintendent of Schools and asked if they could not employ a psychiatrist for the schools because they felt the need of one and as was pointed out, we do not have a single practicing psychiatrist in Riverside County, which is a tragedy, but they are not here.

Several years ago the schools employed a part time psychiatrist who at that time was at San Diego. H went in the service and we no longer had him. Now, the Junior Aide gives us a budget to work on, and allows us to do things you cannot spend public funds for. We have, through the efforts of Mr. Lang, our Superintendent, made connections with Pacific Colony, and they will do some out-patient work for us.

Our most serious cases go there for diagnosis. Then, if a child needs treatment, the Junior Aide allows us the money to see that is done, but in connections with this, the Doctors of Riverside have been just wonderful. Of course, when you take a child to a psychiatrist at Pacific Colony, they do not want to do any medical work, so we have to have the medical work done.

I will give you an example of what was done just this week. We had a girl who was very badly maladjusted. We didn't know whether it was a health condition or psychological problem, and you have to have a starting place somewhere, so we started with the health angle first. She was referred to one of our local doctors and when he examined her--they do a veyy thorough job, bythe way. You see, the Junior Aide pays the bill for it; and first of all, that girl was given a physical examination, and out of it came the fact she has tuberculosis in her lungs and had a kidney infection, which is no doubt tuberculosis in the kidney. She complained about these fainting spells and the family didn't have the money for adequate medical attention, so the doctor found she probably also has a mild case of epilepsy.

Of course, he has here under his care now, and then recommends the next thing she be given should be an electrocardiogram test and we worked that out in affiliation with the White Memorial Hospital in Los Angeles. They will do it for a nominal cost, so we will take the child to Los Angeles to that Hospital and bring the report back and the local doctor who will work with the girl.

CHAIRMAN JOHNSON: Is there a school health physician?

MRS. BAILEY: Yes, we have a school physician, health physician, and a school dentist that works part time with us now.

CHAIRMAN JOHNSON: Is the physician full time?

MRS. BAILEY: Yes, she is full time, but she doesn't do all these extensive examinations or take X-rays. You see, a public physician isn't equipped or allowed to do this. We do this with the consent of the parent.

The procedure we follow is generally this: the referral comes from the school, usually. For instance, in the case of the girl I spoke about, this girl was referred by one of the departments. Then I go into the home and make a home visit and get a social history and get the health history on the girl. Then with all these youngsters we give an individual Bene Test to see whether it is a matter of mentality or what it is.

Then the child is referred from there. The school physician as a rule examines, but her's is just a routine examination, so if we feel it is more extensive, we send them right to a physician, either their family physician, and if they don't happen to have one, we suggest a number of physicians and have them choose one. We send the record to that doctor and the doctor sends us a report as to his findings.

I can't say enough for the doctors who have worked with us in Riverside. We have had any number of youngsters go to Los Angeles upon the recommendation of the local doctor, and we are getting service that is most gratifying.

I might say another thing that we are doing so far as the schools are concerned. Of course, I think there is a close tie-up between a child's ability to do school work and delinquency. I have seen statistics somewhere that show about seventy-five percent of delinquency starts from truancy; and we have analyzed a number of cases who were truants from school and oftentimes there is something lacking in their fundamental processes as far as their learning is concerned. They can't read as they should; they can't do arithmetic as they should; it isn't actually that they don't want to, but just can't do it. We have a lot of different things we are doing for those people now.

We have a reading expert who is working with the individual cases. She is doing remedial reading. We feel the child isn't a reading child until they reach the third grade; then something should be done if the ordinary teacher can't teach them; so this teacher is working in the fourth, fifty and sixth grades and ginving them a very thorough course in remedial reading.

She is also working the college. We have any number of children in the college who do not know how to read or how to study.

Many of you know that we are working under a handicap now as far as teachers are concerned because we haven't had enough teachers coming out of teacher training institutions to take care of the demand, and we have a lot of teachers that do not have sufficient training. We are also working with the teachers so she will know how to work.

We also have a school for physically handicapped children in Riverside. We have some twenty studends there now. This happens to be a county-wide project, but it happens to be located in Arlington, and it is quite a nice place. If any of you are interested, we would be very glad to take you out there and show it to you.

Of course, some of these youngsters do not have the physical strength to sit up or do anything, even light, but they do have the mental ability.

CHAIRMAN JOHNSON: Is this a day school?

MRS. BAILEY: Yes, this is a day school. The only requirement is that they be physically handicapped. We have those youngsters there and we have a luch program for them, and it is really very gratifying both to the parents and us for those youngsters who are handicapped physically to be able to offer such a service to them.

CHAIRMAN JOHNSON: This is part of a state-wide program?

MRS. BAILEY: It is a part of the state-wide program, but ours is a local one. Not all school districts have them yet.

Now, we are in the process, as of July 1, 1948, when the Ligislature provided that in each school where you have fifteen or twenty children physically handicapped, a school has to be established for them and we are now working throughout the school districts to bet up classes for these children and to see how many we have.

Also, we provide a home teacher service for them, or for people physically handicapped and we also maintain classes at the County Hospital for the children confined there with longtime illnesses.

We also have a school on the grounds of the Juvenile Hall where our youngsters are required to go, and of course, that is a part of the school system.

CHAIRMAN JOHNSON: Then you do have facilities for children having special needs and those are pretty well provided for?

MRS. BAILEY: Yes. One thing we are going to work on next is that we do not have any sight saving classos, nor do we have any school for the deaf.

CHAIRMAN JOHNSON: Do you have a need for that?

MRS. BAILEY: Yes, we have a need, fut as I understand it; I don't know whether I am right or not, but there will be a state school for the deaf to be established in Riverside in the future. Possible Mr. Pittman can tell you about that.

SUPERVISOR PITTMAN: Yes, that's correct.

MRS. BAILEY: But when we have a child that really needs it very badly, then we work with the parents to get the child into a proper state institution.

CHAIRMAN JOHNSON: You pretty well give attention to your children with special problems, then, by and large?

MRS. BAILEY: Yes, and I feel our school physician, Doctor Carr, is really responsible for a lot of that, because she has been with for three years and all these things have happened in that short time.

CHAIRMAN JOHNSON: That's fine. You mentioned home visits; or a home visit to the home of this girl. Do you regularly make home visits where there are social situations that seem to be involved?

MRS. BAILEY: Yes, I am the one that makes all the home visits.

CHAIRMAN JOHNSON: You must be pretty busy.

MRS. BAILEY: Well, I manage to keep busy.

CHAIRMAN JOHNSON: Did I understand you to say you have a psychological service too?

MRS. BAILEY: That is handled, our psychological testing, by Mr. Lockhart, who does all the individual Bene tests, and we also give here the Stanford, Benes, Weschler and Belleveu, and they can give personality tests, and if the child needs something we don't have here, we use the facilities at Pacific Colony.

CHAIRMAN JOHNSON: You are very good at coordinating.

MRS. BAILEY. We don't like to say a lot about it, but we do have this fine setup. They have been just grand to us and have helped us in so many things we don't do here.

CHAIRMAN JOHNSON: How about the normal child; do you have some plan of vocational guidance or counsel in the schools?

MRS. BAILEY: Yes, we have a very fine plan. We have a Man by the name of Mr. Clyde. This is his first year. We had another man, but somebody paid him more money and we lost him.

This man has a full time job counseling with the high school students and seeing that their immediate problems are taken care of and then we have an overall program. I really think Riverside is very unusual place because of the way these people respond.

Now once during the year for the seniors they will have--I forget what they call it, but some of the lawyers from the Bar Association and different people, merchants, cosmotologists, and so forth, will come out to the school and all the children interested in going to law school will sit down with these men and ask them all the questions they want, whether they want to go into law or don't want to go, but it isn't just the school. It is a community affair. The community cooperates with us in every way.

MR. COVINGTON: That is in the discussional phase, but what happens beyond that point? Does the school enter into contact with industry and placement?

MRS. BAILEY: Yes, we do that not only in placement, but in our continuation schools. We have two people in the continuation school. When they are sexteen they may go either to work or continue going to school, so if you can't get a job, you have to go to school three hours a day five days a week, and if you do have a job, you don't have to go but four hours a week.

We have one teacher for the men and one for the girls in that continuation program to contact the community and get the jobs lined up and follow up to see the children make good. Of course, if they lose it, they try to find out and help out all they can.

CHAIRMAN JOHNSON: Who issues the work permits?

MRS. BAILEY: Well, I do; some of them. I do them for the children twelve, therteen, fourteen and fifteen, and those in high school are issued by Mr. Clyde, who is in the guidance office, and Mr. Salerno in the continuation school takes care of his, but I can take care of all the after-school permits.

CHAIRMAN JOHNSON: Let's see; fifteen is the first age for full-time employment, is it not?

MRS. BAILEY: Well, we don't tell them that here. We tell them sixteen.

CHAIRMAN JOHNSON: Do you have any fifteen year olds working?

MRS. BAILEY: We do it purely on the basis of an economic support in the family; if the child is the sole economic support of the family we do it.

CHARIMAN JOHNSON: Not younger, though?

MRS. BAILEY: No, we think they belong in school.

CHAIRMAN JOHNSON: Do you have many such request for work permits?

MRS. BAILEY: Not very many.

CHAIRMAN JOHNSON: I believe some recent studies show there is a higher proportion of the children working now than before the war.

MRS. BAILEY: We are not very lenient about that. We have quite a large Mexican population, but when they are financially in need, we will issue them what we call an "emergency"; if they need shoes or clothes or anything like that. We will give them this permit and let them go out.

We have any number of children out now picking grapes.

CHAIRMAN JOHNSON: Out of school?

MRS. BAILEY: We let them work for two weeks. We say to them, " if you will come back in two weeks and make up your work", they will do that, and you would be surprised; they always come through. We have very few that let us down.

You see, we figure we are doing them a favor and they are obligated to respond to our request s and whenever there is an economic thing like that, we do it. It is very interesting to see. The parents will come in and ask for the permission.

I had an interesting case of an employer writing the request in, saying that a family has had undue illness and he had to loan them three hundred dollars and would we allow the boy to stay out of school for two weeks and help his father earn this three hundred dollars. That was done in that case.

CHAIRMAN JOHNSON: How many two week periods may a child have during the year?

MRS. BAILEY: We usually let them have the one, working in the walnuts or grapes. We haven't much else, because there are a lot of older Mexican youths that pick the orages and that is where our continuation program comes in. Most of them are in that.

MR. COVINGTON: Mr. Bond referred tin discussion this morning that although you have a general impartiality in all of your schools, I was rather impressed with the fact that the negro child seemed to be more aggressive; just an inverse ratio to the Mexican-American. Do you have any specialized education for your teaching staff?

MRS. BAILEY: Yes, not only that; we have our programs; in other words, to the different groups, for instance. Take in one of our junior high schools, it is an entirely different program for the Mexican child than for the white child.

Now, for instance, take the mexican. Of course, as Mr. Bond pointed out, they are handicapped by language. We do not allow them to speak spanish in school, but the trouble is that they go home and they speak Spanish again there. Of course, they are handicapped from the language stand point in that respect.

Then we have this problem about the youngster who feels, "well, all I'm ever going to be is an orange picker anyway."

We have done two things--or one thing in particular. We have started hiring Mexican teachers, and we have hired Negro teachers. Now, that is new as far as lots of communities are concerned, but we hired our second negro teacher here and we think when these youngsters see leadership in their race, they see they don't have to be an orange picker or just do mediocre work.

And at the same time for those youngsters not able to compete academicly, we have a program in which they can meet success. We have classes in gardening, and showing that they can be successful gardeners when they can compete academicly with the white child, so we are trying to meet those needs.

It is interesting to talk to these people in the community who feel, "but the Mexicans don't want that." I talked to a very intelligent Mexican woman in Casa Blanca and she doesn't like it because we give these special calsses. She says, "after all, what we want to do we do not need that for." However, all of them in the special classes, and in home planning classes, we have seen marked progress of youngsters who have had the experience of going through the schools.

CHAIRMAN JOHNSON: What sort of a family life education program do you have? Do you have that sort of a program here.

MRS. BAILEY: I think the PTA is the one that deserves the credit for that, but the difficulty is that the parents that need that education are the ones they can't raach.

CHAIRMAN JOHNSON: I think some schools have teachers for family life education.

MR. BAILEY: In the kindergarden is where you find such a school program. Of course, the little youngsters want their mothers to go to school, but by the time they go to high school, they are embarrassed to tears to have them do so and they do all that in the early grades to start them off right.

CHAIRMAN JOHNSON: Is there any teaching of adolescents in family relations?

MRS. BAILEY: We have an interesting course in the high school. The PTA last year sent our teacher, Mr. Mulkey, who teaches that class, to Berkeley, and we had a very fine class in family relations, but last summer the state PTA sponsored this and then saw to it that we had a representative there.

MR. RYERSON: In your agricultural classes, to what extent, if any, do the Mexican children of high school age participate in your vocational agriculture courses, Future Farmers, or 4-H Clubs? I suppose they are limited by the land requirements.

MRS. BAILEY: I'm sorry, I really can't answer that question because I don't know enough about it. But another thing Mr. Bond pointed out; of course, our children attending high school, the Mexican children attending highschool diminish every year. They are fewer and fewer.

It seems to be part of the Mexican philosophy that when they are sixteen they have a responsibility to their parents and I have had any number of children saying they want to quit school and they will say, "my Dad is too old." They will say he is forty-five, for instance; Itell him I'm forty five too, and that he can't quit yet, but that is something about the Mexican people. They have a very strong loyalty to their families; I feel it is far more than the Americans. They just feel there is an obligation and they fulfill it.

MR. RYERSON: That is something worth keeping.

MRS. BAILEY: Yes, it is, and of course, this is another thing. I think, as far as the Mexican families are concerned, there is more parental love and devotion to children than we find among our modern parents, and you continue to find the divorce rate is much less among the Mexicans than among the Americans.

That is one thing I find is so bad, that with the majority if you would make a study of the children in difficulties either one kind or another and doing the poor work in school it is because of their home situation. I'm surprised many children aren't worse than they are when you see what they live in. Some of them are to be commended.

MR. RYERSON: There is one point you touched on. It was the first time today, and it wasn't part of the city system. You mentioned the fact that during the war you had several large military camps near Riverside. Of course you still have the military installations and I take it that it is not a problem? No one has mentioned it.

MRS. BAILEY: I have mentioned it only incidentally, and I wondered if any of the others would. I don't know whether there any difficult factors arising from a very large camp or installation, but no one has yet mentioned it, I know. We find the youngster during the war would make these fabulous salaries there, and of course, we did like everyong else; we went on a program and put them in school for four hours and let them work for four hours. We had a lot of automobiles coming into existence because of that among the high school children who ordinarily wouldn't have had them.

CHARIMAN JOHNSON: What about the men at March Field? Do they come in here for recreation or Los Angeles? Is it a problem?

MRS. BAILEY: I don't know. Somebody else can answer that.

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In response to queries by Chairman Johnson and Mr. Ryerson, Mrs. Bailey stated she did not handle adult delinquency problems, nor did she know about social sercice problems during the war arising from Army camps near Riverside.

Mrs. Elsie L. Paterson, County Supervisor of School Attendance, Riverside County, came foreward and was introduced to the commission.

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CHAIRMAN JOHNSON: We are particularly interested in inmigration into California and see what problems are adduced and if there is any tieup with some of the behavior problmes we get in the form of delinquency.

MRS. PATERSON: I operate in part of the county. I am hired by the County Board of Supervisors and serve where there is no local attendance supervisor.

CHAIRMAN JOHNSON: Unincorporated sections?

MRS. PATERSON: Yes. There is one in Corona and I now have an assistant in the Coachella Valley, as a full-time supervisor in Coachella Valley, and then I have various duties in regard to the other towns and many towns now have local personnel that sift the attendance problems, more or less; or the nurses sift out those requiring case study and are referred in many cases to me, or where the local personnel don't care to go to court because of opposition, the feeling in the town in court cases are sometimes referred to me.

I might say we work very closely, of course, with the County Health Department in every rural school throughout Riverside County. I think perhaps there has been a vacancy in Blythe, but that is to be filled soon; but all of the rural schools, when we get the vacancies filled, there will be nursing service available.

Of course, in many cases the nurses only are able to go once a week and then we have a very fine county orthopedic clinic, and all children who are crippled, or spastics and other children, even from out at Blythe, are brought in and referred to the clinic for diagnosis.

We also cooperate with the sunshine school for Spastic Children. We have a child whom I personally knew from Beaumont, a young boy not able to walk, and now being boarded near the school in order that he may attend; so we do cooperate very closely with the county nurses.

Now, we do not have a school physician, which Riverside City does have, and the county clinics are more or less available, but there is an economic need requirement there. Of course, if we strike a child whom we feel is greatly maladjusted in school, and we feel the health problem is merely elementary, and if the parent doesn't happen to be interested in an examination, if they don't happen to meet the need requirements for the county clinic, we are in a difficult position.

Also, as far as psychiatric service is concerned, the lack is a very great thing. I have recently had very fine people come in from forty miles away regarding the problem of their son, who belonged to the mother and adopted by the stepfather. The question there is to merely place him wherever the need suggests he go. There was a possibility he should go to Pacific Conony, a possibility even that he is mentally ill and should go to Patton.

Well, there I called the County Hospital and said, "here are parents; they don't have alot of money; they are willing to take the recommendations", well, Doctor Crawley comes from Patton twice a month, but there again, they are supposed to be in dire financial need to get his opinion, so in the case of the parents I mentioned, they did not qualify.

CHAIRMAN JOHNSON: What is this "means" test people have to take?

MRS. PATERSON: Well, in this case, they just do not have sufficient means to pay a private physician.

CHAIRMAN JOHNSON: Who determines that?

MRS. PATTERSON: The Social Service Department, of course. at the County Hospital.

CHARIMAN JOHNSON: The county does that?

MRS. PATERSON: I think they try to do their best. Then there is also the residence requirement, which, of course, is very difficult with as many people as are wandering around and have no real residence.

CHAIRMAN JOHNSON: You do find that a problem?

MRS. PATERSON: A great problem. I find that many of these broken homes where there is a great restlessness, even if they don't move out of the county, they repeatedly have workèd in this county for many years; and I find the same family in Paris, Elsinore, Niland, into Riverside and out of the City, moving around whereever they can get the cheapest housing, in many cases. That is one of their greatest needs.

CHAIRMAN JOHNSON: Now, what about the school attendance of those children?

MRS. PATERSON: They present, of course, the bulk of my work, and we attempt to, as I say, fundamentally find out what their physical condition is and one of our supervisors gives a Stanford-Bene test, and we cooperate with the State School for Deaf and The State School for Blind.

We have recently arranged for a little girl to go clear from Desert Center to the State School for Blind.

CHAIRMAN JOHNSON: You mentioned moving around; are those the nordic groups or not?

MRS PATERSON: You would be surprised how many of our native white Americans are in that category. One of the gentlemen mentioned the conflict of cultures. Many of those families from outside the State of course, don't have cultural patterns that fit in with the better type of community, and they just move around where they can get temporary work and cheap housing.

CHAIRMAN JOHNSON: Don't these people who come here from other states comprise the bulk of that group, or are they native Californians?

MRS. PATERSON: Not always. Sometimes, as I say, I have known a few families for fifteen years, twenty years, that I know of, have lived in Riverside County; and I find them whereever the housing is the cheapest.

CHAIRMAN JOHNSON: A certain pattern, cultural pattern, as someone said this morning, for several generations. It is true it is a factor?

MRS. PATERSON: In the rural districts we make an attempt to work withe the PTA amd the Riverside County Welfare has branch offices throughout the county and then with the Health Department and County Clinic, we get a lot of good help, but it is touch and touch go. It really taxes your ingenuity, and you have a much more difficult plan for case work.

CHAIRMAN JOHNSON: What about permits? Do you give the work permits too in your office?

MRS. PATERSON: I'd like to argue a little on the two week permits. I find if you break down and give two weeks at one place, it spreads like wildfire and of course, we have so many different crops in the county, it isn't as if we had just walnuts or grapes, but there is a widely diversified number of crops that makes for an almost continous harvest season.

I find that right now money is apparently a little tighter than it has been and I fine many more really rather desperate appeals for help; and that is not just with the fifteen year olds. I have so far held that you must be fifteen and in the eighth grade before you can even get a two week permit.

For instance, yesterday I interviewed a family where there are three persons who have had or do have tuberculosis. There is the question of the little boy, a question that has yet to be decided, and to be decided by the new health officer whether or not he has active tuberculosis, and since I wouldn't be thanked for putting that boy in school until that decision has been made, I say, "all right, pick grapes."

Now, that is not a very good alternative, but that is for two or three days until in the meantime that decision can be made. In the meantime, also, he has no shoes to wear, very little food, and I think it will grow worse as winter comes on. I think there is going to be much more need.

CHAIRMAN JOHNSON: Where does the welfare department come into this picture? Would they not be eligible?

MRS. PATERSON: Yes, because one of the boys is already in the County Hospital with T.B., an older boy.

CHAIRMAN JOHNSON: Couldn't the County Welfare Department at least see that they have enough to eat?

MRS. PATERSON: Well, there is an able-bodied father--but this is a case where the father may be too old, this father is sixty-five. This problem is so very recent, that I'm sure there will be help for that family because of the illness.

CHAIRMAN JOHNSON: Is there any policy in the county against giving aid to able bodied heads of families?

MRS. PATERSON: I believe Mr. McIntyre did say this morning that there was a policy of supplementing.

CHAIRMAN JOHNSON: Supplementing inadequate wages?

MRS. PATERSON: Yes.

CHAIRMAN JOHNSON: I gather from your comments that school problems and health problems seem to be closely connected, in your experience, is that it?

MRS. PATERSON: I really do feel it is very closely tied.

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Mrs. Paterson then reiterated the policy Mrs. Bailey brought out, and pointed out her Department handled the problems much the same as Mrs. Bailey did.

Mrs. Paterson also spoke of the fine work done with the hot lunch program, which she said had helped a lot of her problems of irregular attendance, particularly in the wintertime.

Mrs. Vivian Harrington, representing the Community Council of the City of Riverside, came forward and was introduced to the Commission.

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MRS. HARRINGTON: Dean Johnson, I feel there is very little that I can add to what has been said today. First of all, our Community Council is a city-wide organization and it is made up of representatives from the agencies and organizations in the community, as well as quite a large membership of lay people who are interested in the community.

Our primary function, of course, is coordinating the activities of the community and improving some of the facilities, Most of our most active members have spoken taoday and I think you have a very good idea of what our program would be if we were able to implement it fully.

The chairman of the welfare section was here, but had to leave, but he did ask me to point out--Mr. Harry Moss--he asked me to point out anyway that as Mr. Bond mentioned, --Mr. Bond, by the way, is chairman of the group and our recreation center section--Mr. Moss asked me to point out that we do feel there is a great deal of need for an extension of the Counsel services here, especially for the adult.

Mrs. Bailey has shown us we do have some counsel and guidance in the schools and through the sub-regional offices of the Veteran's Administration we have some for the veterans; but for the ordinary adult who is not necessarily in danger of becoming a delinquent, but who has problems that require skill to counsel, or perhaps psychiatric consultation, there is very little available and the community council is concerned about developing some resource, either through a new agency, or through the implementation of some of the other services we have here already.

We hope we may be able to provide both counseling service and psychiatric consultation. The probation department and several of the law enforcement agencies are also interested in this problem.

CHAIRMAN JOHNSON: You say you hope to provide it. Do you mean through setting up some kind of a new agency?

MRS. HARRINGTON: We have now under study two plans, Doctor Johnson. One is for a mental hygiene clinic. We have studied that and find, of course, like most people do, it is quite an expensive project.

The other approach we are rather leaning towards now is the setting up of a family welfare agency and hiring of a psychiatrist consultation service.

CHAIRMAN JOHNSON: Establishing a new agency?

MRS. HARRINGTON: That's right, although we rather whisper that.

CHAIRMAN JOHNSON: You have your Council Representatives from public agencies, do you?

MRS. HARRINGTON: Yes, public agencies and all of the private agencies.

CHAIRMAN JOHNSON: Do you have a law enforcement group, like the police group?

MRS. HARRINGTON: Yes, Mr. Smith is the representative-- Sergeant Smith.

If I might digress for a moment, a gentleman brought out a point this afternoon that seems to me to be of concern. He mentioned the proximity of a large military establishment here. I am working with the Community Council by advocation, purely; my professional work is with the American Red Cross, and although I am not prepared in any way to state what the proximity might have to do as far as crime and delinquency is concerned, I have noted and I think that we are all concerned with the fact there are still in every community, whether there is a military installation there or not, many cases of families who have been separated because the men are still in the service; and it has, I am sure, had an effect on the number of people who are coming to the attention of the law enforcement agencies.

The local police department, the probation department, and agencies which work with those people, are now carrying quite a large load of those people whose delinquency has been caused by the fact they are separated and the youngsters have no place. Young men are going into the service and away from parental control.

CHAIRMAN JOHNSON: Do you have any problem of prostitution in this city?

MRS. HARRINGTON: I would rather that Sergeant Smith or somebody from the police department speak about that. Some of the cases I know of are related rather closely to that problem, but as far as statistics are concerned, I wouldn't know.

MR. COVINGTON: Do you have a research division of the council?

MRS. HARRINGTON: Not as yet. We are purely a voluntary agency and until such time as we may be able to enlarge our staff, or at least get some fulltime paid staff, we haven't been able to do any research.

We are hoping a community survey can be made somewhat in line with the one made two or three years ago by the Youth Authority. One of our projects this year is to restudy that survey in the light of existing conditions.

The Youth Authority has been bery helpful to us and met with us two or three times to bring up to date on it.

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Mrw. Victor E. Harris, manager of the Riverside Branch of the State Department of Employment came forward and was introduced to the Commission.

Mr. Harris explained the employment situation in Riverside County, stating that Riverside County was peculiar in its seasonal work in that they may have a fluctuation of eight to ten thousand workers in a few months following July 1st, which is the heaviest peak, and that it falls off rapidly until the Navel Orange season. He stated that approximately five thousand people were employed in the potato crop this year; another five to seven thousand in apricots. He stated that the work was highly seasonal.

Mr. Harris explained some of the work bone by his office. He said that the wages paid in Riverside County were no higher and no lower than that paid by other counties, that the wage rates ran from sixty-five cents to a dollar and a quarter an hour, and that in most instances there was also a piece rate.

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CHAIRMAN HOHNSON: About how much work would you estimate one of these seasonal workers could have during the year if he followed the work around?

MR. HARRIS: Well, if you discount citrus, a large percentage of them can work about eight months of the year, proveded he had housing.

Now, at some of this work there is housing available, and at other places they must have camping equipment, but if they have no camping equipment or no housing to which they can migrate, then of course they can be limited to three or four months of the year.

CHAIRMAN JOHNSON: There isn't very much housing in the area, then?

MR. HARRIS: Not for farm workers. Blythe and Indio have considerable, but we only have one small camp that a grower maintains at Beaumont, which is convenient because it is on Highway 99. That is, adjacent to it.

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Mr. Harris further explained the work of his office, particularly with regard to placement procedures and the division of placements between white and non-white races. Mr. Harris pointed out that being close to the Mexican border had some effect on the minimum sixty-five cent hourly wage. rate paid to agricultural workers; and that some Mexican laborers have been imported for agricultural work, but that it is difficult and expensive to import them, with the result they are no longer so much in demand.

Chairman Johnson inquired as to whether or not there was an ordinance requiring health examinations for restaurant workers or domestic help. Mr. Harris stated he knew of no such examination, but that it is his understanding such a procedure is forthcoming.

Assemblyman-elect John Babbage came forward and was introduced to the Commission.

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CHAIRMAN JOHNSON: Would you have any comment to make on these problems? I suppose you have lived in Riverside for a good many years?

ASSEMBLYMAN-ELECT BABBAGE: Not so very many. I came to Riverside in February of 1947.

I was in the District Attorney's office which was my first game, and then ran for the Assembly, but during the time that I have been here I have had the opportunity to go to a number of different parts of the county and I would be very happy to give you any reactions that I may have on some of the problems you are interested in.

Now, you can say they will be backed up by the statistics, but you know as well as I that statistics are available on these things and you apparently want something more than statistics.

CHAIRMAN JOHNSON: That's right.

MR. BABBAGE: The problem of the transient worker, what we experience here to a large extent is one that we know is pretty much to the roots of society, because it is the problem of trying to help people who perhaps before they became transient workers here were transient workers or sub-level workers in some other county or state.

We find that the housing problem is, and may be a contributing factor. I noticed in a number of cases in the District Attorney's office where crimes resulted among those transient workers, it was a combination of excessive use of intoxicants upon a particular occasion; not that they were alcoholics, but the excessive use of alcohol on a particular occasion, especially after payday.

CHAIRMAN JOHNSON: Is it your impression there is a disproportionate number of those people coming into the District Attorney's office? Is that a particular problem out of proportion to the number of such workers?

MR. BABBAGE: I couldn't answer that. That would be a statistical question, and I think those are probably called a little more pointedly to our attention since it is part of the large problem.

If it is just someone who lives in town and gets into trouble, the local person has gotten into trouble, but with the transient worker you recognize that is part of the larger problem, and it is emphasized because of that.

MR. RYERSON: In discussing the migrant, or this agricultural worker perimarily, families may go out with him or he may go out alone from here. Now, I was down in a county last week, north of here, in which they are having a good deal of trouble and anticipate a lot more because men without their families are coming in and causing trouble, and because of that reason, they have more murders, as far as that is concerned.

In Riverside County do you have that type of person coming in, or is it more migrant families that use this as a base and may go out from here, or do you have the floaters coming in here that add to your problems?

MR. BABBAGE: We have both. These remarks you have made suggested another problem. The fact that workers go out without their families to another county and work; we have in this county a number of families, the husband of which is working in another county, and he may send home enough money and he may not; and I think that results in additional problems in taking care of the families.

Through the District Attorney's office and the Probation Office we have tried to bring what we call eht "Failure to provide" action, and trying to get money from a fellow out of the county is pretty tough job to do, and after you go and get him, then he has lost his job and you can't put him in jail, because then the family has to be supported by the state and county, so you are back where you started.

To answer your question directly, I think there appears to be no specific problem of the transient worker here without his family. There is some of it, but is not a large problem.

We must recognize that Riverside County is a desirable place to live with open expanses of land that makes it easier for large families to live than in some congested areas, so a person is likely to leave his family here to go to another county work in many cases.

MR. COVINGTON: In so far as your locale is concerned, where does the Urban Redevelopement Commission and Planning Commission stand as far as their present stage of development is concerned?

MR. BABBAGE: Well, I think that those programs are largely paper pgrograms at present, aren't they, Walter?

SUPERVISOR PITTMAN: Yes, a great number of them are. Most of the projects being built are privately financed, and they are mostly too expensive for agricultural workers to occupy.

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The housing situation and Urban Redevelopment Program was further generally discussed by Mr. Babbage, Chairman Johnson, Mr. Covington and Mr. Pittman.

Supervisor Pittman brought out that a building code was being developed for the county and that it should be in effect within a short time.

Mr. Caroll Fuller, representing the Farm Bureau Federation came forward and was introduced to the Commission. He felt the problem of the migratory worker was most important, and felt that probably most of the trouble was because their work was not continuous.

Mr. Gilbert Stevenson, representing the Isaac Walton League of America, came forward and was introduced to the Commission. He stated he was Secretary-Treasurer for the California division of the League.

Mr. Stevenson discussed the aims and purposes of the Isaac Walton League and how it helped in curbing juvenile delinquency by furnishing wholesome outdoor sports. He stated the League worked with Boy Scout Troops.

Mrs. Stevenson discussed Ballot Proposition Fifteen and six on the November Ballot, and asked the Commission to support the propositions, stating thatthe measures were for the purpose of conserving fish.

Mr. Stevenson explained that the League had twenty-four chapters in the State, located throughout the state; that many of them were supporting scout troops. He told of the activities of the Chapter in Riverside, and of the clubhouse the League had near Riverside.

Mrs. Edward Pearson, representing the Juvenile Commission of Riverside, was introduced to the Commission, but had nothing to add to the discussion, she said. She explained thw workings of the Juvenile Commission in Riverside.

Chairman Johnson summed up the comments adduced through the day and closed the meeting at four ten o'clock, p.m.

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REPORTER'S CERTIFICATE

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This is to certify that I, HAROLD KRABBENHOFT, a Stenograph Reporter, was present at the time and place the foregoing proceedings were had and taken before the Special Crime Commission on Social and Economic Causes of Crime in the Board of Supervisor's Chambers, County Courthouse, Riverside, California on October 7, 1948, and that as such reporter did take down in Stenograph writing the aforementioned proceedings and that thereafter I causes the said proceedings to be transfribed in summary form in typewriting, and the foregoing pages, beginning at the top of page 1, to and including line 26 on page 91 hereof constitute a full, true, and correct condensation of the proceedings had to the best of my ability.

Dated this 21st day of October, 1948.

/S/ HAROLD KRABBENHOFT
Reporter

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